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ABSTRACT

This report presents results of a policy study which examined and made recommendations concerning professional education certification, program approval, and continuing education for school-based personnel in Illinois, and voluntary professional education accreditation at the national level. The recommendations are the work of three task forces, which were organized according to charges to make recommendations on policy issues relating to (1) national professional education accreditation and state program approval; (2) certification of school based personnel; and (3) continuing education of certificated school personnel. The recommendations provide for modifications in state law and administrative policy. There are implications for changing policy and procedures concerning accreditation at the national level. An overview of the context and the policy issues reviewed is presented. Context areas include: federal, state, and local government authority; changing social values; the national economy and related factors; political influence; accountability and consumer protection; research issues and evaluation problems; and legal issues relating to tests of employment and professional licensing. Significant attention is directed to the problems associated with determining the nature of the relationship between teacher behavior and pupil learning achievement. (JMF)

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U.S. DEPARTMENT OF HEALTH
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EDUCATION

ILLINOIS POLICY PROJECT:
ACCREDITATION, CERTIFICATION, AND CONTINUING EDUCATION

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1976

ILLINOIS POLICY PROJECT:

Accreditation, Certification, and Continuing Education

TASK FORCE REPORTS

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Evanston, Illinois
August 1976

THE ILLINOIS POLICY REPORT
ACCREDITATION, CERTIFICATION AND CONTINUING EDUCATION

Task Force Report

EXECUTIVE SUMMARY OF RECOMMENDATIONS

This report presents the results of a policy study which examined and made recommendations concerning professional education certification, program approval, and continuing education for school-based personnel in Illinois and voluntary professional education accreditation at the national level. The recommendations presented here are the work of three task forces: the Certification Task Force, the Accreditation/Program Approval Task Force, and a Task Force Committee on Continuing Education. The recommendations provide for modifications in state law and administrative policy for the Illinois General Assembly and State Board of Education. There are also implications for changing policy and procedures concerning accreditation at the national level.

The Task Force reports are preceded by an introductory chapter which provides an overview of the context and the policy issues reviewed. Context areas include the following: federal, state, and local government authority; changing social values; the national economy and related factors; political influence; accountability and consumer protection; research issues and evaluation problems; and legal issues relating to tests of employment and professional licensing. Significant attention is directed to the problems associated with determining the nature of the relationship between teacher behavior and pupil learning achievement.

The task force work is based on deliberations and activities including studies, papers, conferences and dialogues that have taken place over the past year. The Project is supported under the provisions of a grant from the National Institute of Education to the College of Education, Roosevelt University and the Illinois Office

of Education. The Project has been operated at The School of Education, Northwestern University.

Three task forces were organized according to charges to make recommendations on policy issues relating to (a) national professional education accreditation and state program approval; (b) certification of school-based personnel; (c) and continuing education of certificated school personnel. The policy recommendations for each of these areas follow in executive summary fashion. The recommendations are presented serially, number 1 through number 78. Page numbers indicate where the recommendations appear in the report with accompanying rationale statements.

Chapter 2: CERTIFICATION TASK FORCE REPORT

Recommendations

1. Limit certification* to those who are recommended by a college or university as graduates of a teacher training program approved by the Certification/Program Approval Board. As a result, the procedure by which a candidate receives certification through transcript evaluation should no longer apply to persons who have pursued higher education in an Illinois institution of higher education. (p.53)

2. Persons trained out-of-state should be evaluated for the Illinois certificate on the same basis as those trained in Illinois if their training took place in a state with a program approval plan comparable to that used in Illinois. Any person trained in a state without a comparable program approval system, on presenting evidence of having graduated from a recognized teacher training institution and of holding a valid teaching certificate in one of the United States (not necessarily the one in which the person was trained), will be considered for teacher certification in Illinois on the basis of transcript evaluation according to appropriate procedures and standards promulgated by the State Office of Education. (p.53)

3. The program approval method of certification should be employed so as to foster diversity among teacher training programs. (p.54)

4. Although the system of program approval should be administered so as to foster as much diversity in methods of training teachers as possible, any approved program must show evidence of having provided for the following necessities:

    a) experience in schools and other clinical sites available throughout the period of training;

*Refers to those persons trained in the state of Illinois.

b) limitation of program size as is appropriate to the space available at clinical sites for placing professional trainees;

c) preparation for teaching tasks and roles that lie beyond mastery of content and the methodology of its transmission, including such areas as collective bargaining, school law, interpersonal communication skills, etc.;

d) involvement of practicing teachers and other professional educators, students, employers, and lay people in the definition of the program's mission and the needs it proposes to serve;

e) survey of the expected job roles of its graduates and analysis of how each of the program's components relates to qualifying candidates to perform those jobs. (p.55)

5. Those entering non-teaching positions in schools from other professions in which they have already received professional certification, licensure, and/or registration should not be required to earn a separate certificate from the Teacher Certification Board unless training in education is demonstrably necessary for them to start performing their tasks in the schools. (p.57)

6. The Type 75 Administrative Certificate should not be required of school administrators not directly supervising instructional activities. (p.57)

7. The practice of having certified personnel re-register their certificates yearly should be discontinued. (p.58)

8. The State Certification/Program Approval Board should consider separating the Type 10 Special K-12 certificate in the special education fields into K-9 and 6-12 certificates, paralleling those categories governing regular certificates. (p.58)

9. The Certification/Program Approval Board should consider expanding the present Type 02 Early Childhood Certificate into an Early Childhood-Primary Certificate. (p.59)

10. The Illinois Office of Education should be encouraged to continue its dialogue with the Chicago Public Schools in an attempt to create a single certification system in the state. Every effort should be made to phase out the Chicago certification system in a manner that will not disadvantage teachers who hold only the Chicago certificate. (p.59)

11. At this time, mandating a fifth year of educational experience as a condition of earning or renewing the teaching certificate is premature. (p.60)

Chapter 3: ACCREDITATION/STATE PROGRAM APPROVAL TASK FORCE REPORT (pp.63 to 125)

Part 1: Introduction (pp.63 to 74)

Recommendations

12. Collaboration between state program approval agencies and the national accrediting agency can and should occur during program monitoring and review. (p.69)

13. High priority must be given to the delineation of quality indicators (criteria) and program descriptors for professional education which are subject to use by national voluntary professional education accreditation and state teacher (and other school professional personnel) education program approval systems. (p.70)

14. Any quality indicators should be validated before they are included in the criteria necessary for accreditation and/or program approval. (p.70)

Part 2: National Voluntary Professional Education Accreditation (pp.75 to 85)

Recommendations

15. The Task Force on Accreditation/State Program Approval recommends the existence of a national voluntary professional education accrediting agency. This agency should operate cooperatively with state program approval systems and regional institutional accrediting bodies; however, a separate accrediting agency must operate to fulfill its basic goals which are distinct from other approval/recognition systems. (p.75)

16. The Task Force recommends that the accrediting agency review all of the activities related to the professional education unit (school, college, or department of education) in institutions of higher education. Such activities may include teaching, research and service as defined by the mission statement of the accredited (or those seeking accreditation) institutions. (p.75)

17. The accrediting agency must provide a viable means for professional educators to develop and maintain quality controls for schools, colleges, and departments of education. There is an urgent necessity for the peer group professional educators to exercise their leadership while working cooperatively with government bodies and institutional accrediting (regional) agencies. Quality control criteria should include a full range of instruction, scholarship, service and other professional development activities performed by SCDE's* while respecting the diverse mission of each institution. (p.76)

*Schools, colleges, and departments of education in a university or college.

18. The accrediting agency must establish a peer review, quality control and information validating system for professional education units within institutions of higher education. (p.78)

19. The accrediting agency should support diversity in professional education programs. (p. 79)

20. The accrediting system should serve to promote the improvement of professional education programs. (p. 82)

21. The accrediting agency should inform the public regarding results of the program evaluations and auditing reviews. (p. 83)

22. The accrediting agency should provide for nongovernmental representation of professional education interests. (p.84)

23. The accrediting system should provide support for an interstate system of certification reciprocity. (p.84)

Part 3: The Accrediting Process (pp.86 to 97)

Recommendations

The accrediting agency should:

24. Delineate a set of quality indicators and program descriptors. (p.86)

25. Maintain and continuously update a quality indicator and program description data bank. (p.87)

26. Maintain an institutional auditing process operated by a cadre of trained auditors skilled in the analysis of quality indicators and program descriptor information. (p.88)

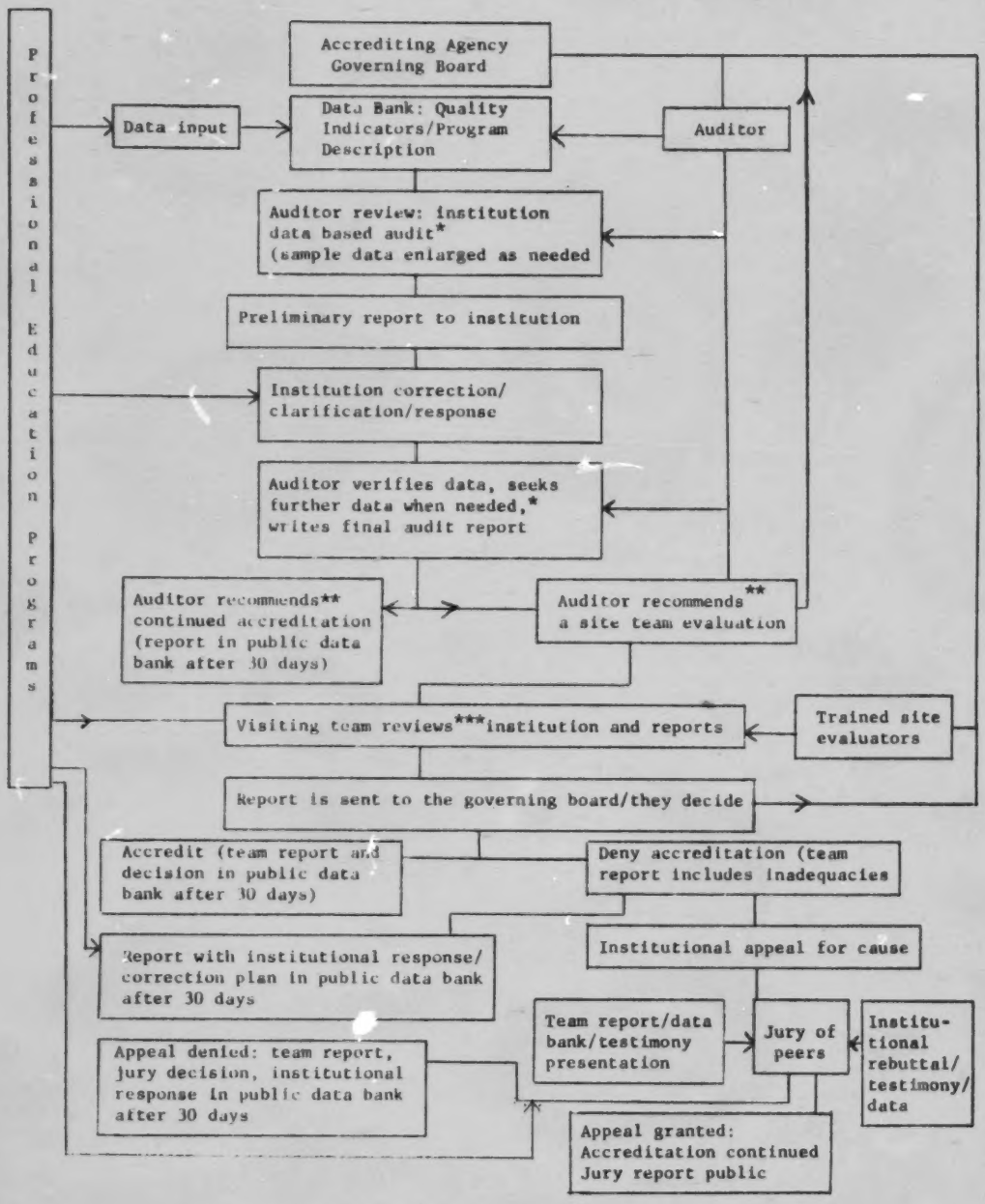
27. Conduct on-site evaluations by highly qualified evaluation teams when recommended by the governing board, upon the advice of an auditor, request of an institution, or periodic schedule. (p.90)

28. Operate a decision making process, based on team reports and available data, designed to ensure institutional due process, increase credibility of the accrediting system, and support institutional improvement. (p.91)

29. Operate an accreditation denial appeal process which would be designed to assure institutions due process. (p.91)

A Schematic of the Accreditation Process follows on page vi.

Accrediting Process Model


Professional Education Programs
Accrediting Agency Governing Board
Data input
Data Bank: Quality Indicators/Program Description
Auditor
Auditor review: institution data based audit* (sample data enlarged as needed
Preliminary report to institution
Institution correction/ clarification/response
Auditor verifies data, seeks further data when needed,* writes final audit report
Auditor recommends** continued accreditation (report in public data bank after 30 days)
Auditor recommends** a site team evaluation
Visiting team reviews*** institution and reports
Trained site evaluators
Report is sent to the governing board/they decide
Accredit (team report and decision in public data bank after 30 days)
Deny accreditation (team report includes inadequacies
Report with institutional response/ correction plan in public data bank after 30 days
Institutional appeal for cause
Team report/data bank/testimony presentation
Jury of peers
Institutional rebuttal/ testimony/ data
Appeal denied: team report, jury decision, institutional response in public data bank after 30 days
Appeal granted: Accreditation continued Jury report public

Explanatory Diagram Key: Accrediting Process Model

* Site-visit data collection or validation if necessary

** Recommendations are given to the governing board for approval

*** Site evaluations are made by assignment from the governing board based on: a) an audit recommendation, b) an institution's request, c) a periodic site visit schedule established by the accrediting agency governing board.

Note: All reports (audit, site evaluation, governing board and jury) are sent to the institution and held for thirty (30) days before being placed in the public domain

Part 4: State Professional Education Program Approval Recommendations (pp.98 to 109)

Recommendations

30. The Accreditation/Program Approval Task Force recommends that there be a State Program Approval system tied to the certification of teachers and other professional school personnel. (p.98)

31. The state must provide a mechanism to assure that programs preparing education personnel for careers in the Illinois elementary and secondary schools meet minimum standards approved by the Certification/Program Approval Board (subject to review and approval by the State Board of Education). (p.99)

32. The state should develop criteria denoting quality professional preparation through a process that includes opportunities for inputs by professional educators, parents, community groups, and other citizens interested in elementary and secondary education. (p. 102)

33. Criteria used for program approval should be consistent with applicable statutes and regulations established by the Illinois General Assembly and the State Board of Education. (p. 105)

34. The state program approval system must be designed to encourage and enhance diversity among institutions and programs preparing professional personnel. (p. 105)

35. The program approval system should ensure that out-of-state professionals seeking Illinois certification meet the same requirements as those prepared by approved Illinois institutions; and should assure Illinois graduates access to certification in other states. (p. 106)

36. The program approval system must establish the means to assure that institutions and programs preparing professional education personnel meet standards derived from the aforementioned criteria. (p. 107)

37. The program approval system should include procedures for systematic public disclosure regarding institutional compliance with program approval standards. (p. 108)

Part 5: The State Program Approval Process (pp. 110 to 123)

Recommendations

38. The Task Force recommends that Illinois and other states collaborate with voluntary accrediting bodies interested in professional education to develop and/or determine quality indicators. (p. 112-113)

39. The criteria development process requires that opportunities exist for significant involvement by lay public, public school clients (parents), community groups, teacher education students, and professional educators. (p.113)

40. A review of the current criteria being used by both state and national professional education agencies as they relate to preparing school personnel (accrediting/program approval), is recommended. (p.113)

41. Care must be taken to see that criteria permit adequate variability and experimentation in programs. (p.114)

42. If issuing state teaching certificates is limited to those having completed approved programs (Recommendation 1, Chapter II), the state must have reasonable criteria for program approval tied to work perfromance. (p.114)

43. There may also be criteria not specifically related to instructional performance, but necessary to achieve state interests. (p.114)

44. Criteria to be used in making judgments about institutions and programs are to be approved by the State Certification/Program Approval Board with final approval resting with the State Board of Education. (p.115)

45. Data representing quality indicators, program descriptors, and program operations should be reported on a regular basis by institutions either recognized (approved) or seeking recognition. Data should be collected by both uniform recording instruments and open-ended program process descriptions and submitted to the Illinois Office of Education's data file or bank (possibly cooperatively maintained by the state and accrediting agencies). (p.116)

46. Program approval personnel should include trained data analysts and program auditors supplied by the Illinois Office of Education or shared with accrediting agencies. (p.117)

47. Collaborative site evaluations should be conducted with the accrediting agencies whenever possible, using mutually acceptable evaluators. (p.118)

48. The cadre of trained site evaluators should be developed from among participating institutions of higher education and professional school personnel engaged in clinical components of professional preparation. (p.118)

49. Site visits are to be undertaken based on a request of the institution or upon action by the Certification/Program Approval Board in response to a program auditor's recommendation. (p.118)

50. A comprehensive on-site evaluation will be necessary for initial program approval purposes. (p.118)

51. As in the accrediting process, state program approval cannot be denied or removed until the institution's program has had the advantage of scrutiny by an on-site evaluation team. (p.119)

52. The team report must enumerate the bases for making denial/removal recommendations and specify the deficiencies to be corrected. (p.119)

53. Certification/Program Approval Board concurrences with denial/removal recommendations are subject to review by the Illinois State Board of Education or its delegated official (likely to be the State Superintendent of Education). (p.119)

54. When an institution is notified that a recommendation for denial/removal has been affirmed by the Certification/Program Approval Board, the institution should have recourse to an appeals process limited to the following grounds: (p.119-120)

    a) procedural malfeasance of the site evaluation team
    b) inappropriate interpretation of the data
    c) a failure to review significant data
    d) a conflict of interest in the Board or team, and/or
    e) a failure to establish reasonably valid grounds for imposing a criteria or standard for assessing a particular institution or program (this ground for appeal could be used only when such criteria or standards were cited as a basis for the denial or removal of approval).

55. Initial appeals should be heard by the State Board of Education or a body of knowledgeable professional education personnel (familiar with criteria and standards) designated by the State Board as its hearing agent. (p.120)

56. Final reports of affirmative evaluations and plans for improvement(s) to correct provisional approval problems should be made public after an institution has the opportunity to validate information or respond to charges. Appeals procedures should generally be open to the public. Each institution should be required to inform prospective clients of its recognition and approval status. (p.121)

Chapter IV GOVERNING STRUCTURE FOR STATE CERTIFICATION AND PROGRAM APPROVAL (pp.126 to 134)

57. The Certification/Program Approval Board would be appointed by and advisory to the State Board of Education. Its actions would be subject to review and approval by the State Board or its delegated representative(s). (p.127)

58. The Board's mission will be to carry out the operations necessary for the recognition of approved programs preparing personnel for certifiable positions in the public elementary and secondary schools and for the issuance of certificates for individuals seeking employment in those positions (including the process of removing those certificates as prescribed by law). (p.128)

59. Composition of the Board would include: four certified elementary or secondary school teachers, four persons holding certificates for public school positions other than teaching certificates, four representatives from institutions of higher education with approved teacher education programs, four lay public representatives, and a chairperson selected from among the membership of the State Board of Education. (p.128)

60. Illinois Office of Education staff would be charged with carrying out the operations of the Certification/Program Approval Board. This would include the following tasks: delineating criteria and standards for program approval (subject to Board approval), conducting institutional evaluations, making recommendations to the Board on matters of program approval and policy, working with other states on matters of interstate reciprocity of certification, and performing other tasks to assist the Board at their request. (p.130)

61. In matters of revocation and suspension, cases would initially be heard by a subcommittee of peers (that is, the four teachers would hear cases involving teacher suspensions and revocations and the four other certificated members would hear all the other cases). Each subcommittee would then make a recommendation which would be presented to the Certification/Program Approval Board for final approval. Program approval recommendations would be heard by the full Board. (p.130)

A Schematic of the State Certification/Program Approval Governance Structure (p.xi)

Chapter V CONTINUING EDUCATION FOR SCHOOL PERSONNEL (pp. 135 to 160)

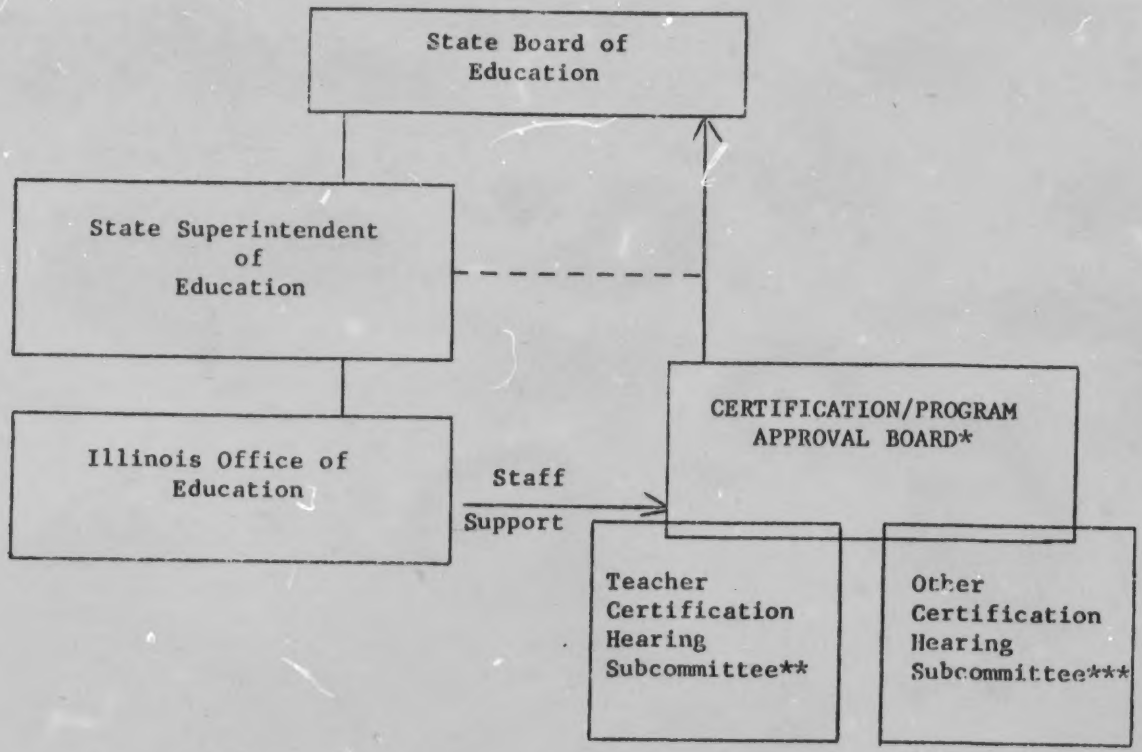
Part 1: Introduction (pp.135 to 142)

Four types of continuing education were reviewed by the Committee:

1. Problem Solving continuing education is a type of staff development designed to prepare school personnel to solve a problem identified by the local education agency, such staff training might provide for implementing and operating an innovative instructional program, learning more about the transition from youth to adulthood, or others.

2. Remedial continuing education is to help personnel develop with skills necessary for a specific work context

STATE CERTIFICATION/PROGRAM APPROVAL SYSTEM



* The Illinois Certification/Program Approval Board should have the following composition:

- 4 teachers from the elementary and secondary schools
- 4 representatives from institutions of higher education with teacher education programs
- 4 certificated school personnel other than classroom teachers
- 4 lay public members
- 1 member of the State Board of Education who shall serve as chair

The State Board of Education appoints members to the Certification/Program Approval Board in proportion with the above representation.

** The four classroom teachers on the Board sit as a hearing subcommittee on cases of teacher certification revocation or suspension. Subcommittee decisions are subject to Board review.

*** The four certificated school personnel hear all other (non-teaching) cases of certification revocation or suspension.

Note: The State Superintendent of Education works cooperatively with the Certification/Program Approval Board and makes recommendations relative to their actions to the State Board of Education and/or is delegated review authority.

which were not gained through previous training or education.

a. New Teaching Context continuing education is designed to aid the beginning teacher, the teacher re-entering teaching after a period of absence, or the teacher new to a specific teaching context. Since every context is marked by a diverse set of environmental circumstances, additional training to meet the new situation is often necessary, particularly for the beginning teacher with less experience or limited professional socialization to draw upon.

b. Non-teaching continuing education, in part, falls under the remedial category in that teachers often find themselves called upon to perform duties, work with communities, take leadership positions in unions, and so on, for which teacher education or classroom experience provides no preparation.

3. Motivational continuing education addresses the needs of school personnel who find traditional practice or personal stimulus lacking as they approach the problems and learning needs of their students or other client groups. Teachers finding themselves in an instructional rut may need additional education to provide tools and motivation to change or improve. Left unattended, a pattern of unmotivated routine work can lead to obsolescence in all forms of professional work.

4. Upward Professional Mobility continuing education is sought when personnel need new knowledge, skills, credentials, or whatever, which will allow them to seek employment in jobs with higher pay, increased status, or in different locations. Such personnel often leave teaching work for other types of school and non-school jobs, including counseling, administration, curriculum design. Others may simply move up on the salary scale.

Recommendations

62. The highest priority should be given to the problem solving and motivational types of continuing education with remedial education priorities being defined locally. (p.138)

Part 2: A Statewide Continuing Education Program (pp. 143 to 151)

Recommendations

63. The Illinois General Assembly should provide for a five-year

experimental categorical aid program which would provide grants to local education agencies or institutions of higher education in collaboration with one (or more) local education agency for the continuing professional development of student contact personnel. (p.143)

64. The planning and operation for continuing education projects should be initiated and implemented by local professional development planning councils. These groups should include representatives from the classroom teaching faculty (at least 50% selected by the teaching faculty(ies), in the local education agency(ies), the administration, community (designated by the local board), and institutions of higher education (with teacher education programs). (p.144)

All proposals for the continuing education program must include the following elements (see recommendations 65 through 70):

65. Each proposal for continuing education projects must include the results of a systematic attempt to identify the needs of student-contact personnel in a local school district. Needs should be determined by teachers and other professional educators. The assessment of needs should be conducted by the professional development planning councils. (p.145)

66. The proposal should include the objectives designed to meet the needs identified from the above effort. (p.146)

67. Each proposal should include a continuing education plan for meeting identified objectives in the local school, local school district, or consortium of school districts). The process of continuing education should not be constrained by any model imposed on the project by the state. (p.146)

68. A plan for internal evaluation which will account for (a) the allocation of project funds, (b) the adequacy of implementing the continuing education process, (c) the extent to which objectives have been achieved, and (d) the dissemination of the project description and evaluative information. (p.147)

69. Each project must submit a plan for "beginning teacher" continuing professional development. Such plans should be targeted on the specific development and socialization needs of the new teacher, teacher entering teaching in a new context, and/or teacher returning to teaching work after a period of absence. (p.148)

70. Each proposal must contain a statement of agreement by the professional development planning council and the local school district(s) board(s) of education. (p.149)

71. Institutions of higher education are eligible to operate as the funded agency for continuing education programs involving one or more school districts when such institutions have been identified by the local professional development planning council(s) and boards of education. (p.150)

Part 3: A Beginning Teacher Clinical Professional Development Project (pp. 152 to 154)

Recommendations

72. The Task Force Committee on Continuing Education recommends that the Illinois General Assembly provide for an additional experimental project specifically designed to increase the clinical experience of beginning teachers. (p.152)

Each project plan must provide for (recommendation 73 through 75):

73. 1. A selection process for identifying participants from among the applicants. Participation should be limited by the ability of the project to provide clinical experience under supportive supervision. (p.153)

74. 2. A clinical/year program plan including:

a) provision for reduced classroom teaching loads for participants in a variety of settings;

b) provision for on-site staffing seminars designed to address the special concerns and problems of the beginning teacher, introduce a variety of instructional technologies, and provide students with a variety of self-assessment skills;

c) adequate staffing arrangements involving a professional faculty and support staff to implement the various components of the project;

d) provision for facilities to meet project needs;

e) a process of supervision and professional development counseling for program participants;

f) other programmatic efforts designed to further the development of participants. (p.153)

75. An evaluation design which would include provisions for both internal and external evaluations. External evaluation components should be operated under the aegis of the Illinois Office of Education. IOE should have the flexibility to contract with evaluation experts for process and outcome evaluations. (p.153)

Part 4: Further Considerations and Concluding Recommendations (pp. 155 to 158)

Recommendations

76. Funds should be provided for the Illinois Office of Education to assess local, state, and federal support for teacher education in the state of Illinois. (p. 176)

77. Continuing education programs funded under the provisions of these recommendations should be encouraged to integrate local and federal (if available) fiscal resources with the state grant funds and to integrate programs supported from more than one source (if feasible under the provisions of federal grants). (p. 156)

78. Continuing education programs funded under the provisions of the Program or Project recommended herein must be established to improve the instructional performance of student contact personnel. No legislative or administrative guidelines, however, should mandate a particular method or procedure for the continuing education projects. (p. 157)

ILLINOIS POLICY PROJECT:
Accreditation, Certification, and Continuing Education

TASK FORCE REPORTS

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FOREWORD

This is a policy analysis report. Specifically, it presents the recommendations of three Task Forces that have been studying policy in Illinois and the nation concerning (a) national professional education accreditation, (b) state program approval, (c) certification, and (d) continuing education of certificated school personnel. Their deliberations and recommendations are based on activities including studies, papers, conferences, and dialogues that have taken place over the past twelve months.

The Illinois Policy Project on Accreditation, Certification, and Continuing Education was initiated and sponsored jointly by the Illinois Office of Education and the College of Education, Roosevelt University. Project operation was conducted at the School of Education, Northwestern University under the direction of Dr. David H. Florio, Project Consultant. The inquiry was supported under provisions of a contract from the Teaching Division of the Basic Skills Group, the National Institute of Education.

The Project was designed to operate in three phases. Phase One was a national invitational conference in October 1975 that identified and articulated the following policy issues: (a) voluntary national accreditation of schools, colleges, and departments of education, (b) state approval for programs designed to prepare school personnel, (c) certification of professional school personnel, and (d) continuing education of school-based professional educators, particularly teachers.

Phase Two was designed to have three task force groups explore issues defined in Phase One and make policy recommendations on those issues to the Illinois State Board of Education, professional and labor-related education groups, interstate organizations, legislatures, appropriate federal agencies, and other interested publics. The three task forces were organized as follows: The Certification

Task Force explored issues and made recommendations about the certification of teachers and other professional school personnel. Co-chairpersons for this group were Robert L. Church and Joseph M. Pasteris. The Accreditation/Program Approval Task Force dealt with policy issues concerning both national voluntary professional education accreditation and state program approval. William J. Attea and Robert A. Burnham were the co-chairpersons for this group. A Task Force Committee on Continuing Education explored issues of professional development for school personnel, including the relationship of continuing education with certification and continued employment, and state financing of continuing education. This task force consisted of Robert L. Church, Joseph M. Pasteris, William J. Attea, Robert A. Burnham, and Project staff members--Robert H. Koff, David H. Florio, Susan K. Bentz, and Lawrence D. Freeman. The Continuing Education Task Force recommendations were, however, reviewed with those of each of the other task forces in order to ensure continuity of recommendation and for purposes of critique.

Phase Three of the Project was designed to coincide with the final consideration of task force reports. A National Dissemination Conference was held in May 1976 to provide preliminary critique of task force documents. The Dissemination Conference was designed so that a variety of individuals from different backgrounds could review and make comments on the drafts of the task force reports. Those reviewing the reports were educational researchers, teacher educators, community representatives, and school personnel. Task force chairpersons have revised and edited their documents as a result of these critiques. A comprehensive Project history and an issues synthesis are in preparation. The Project history and synthesis document is being written by Project staff members Robert H. Koff and David H. Florio and will be issued in the fall of 1976.

The Project staff wish to express their gratitude and appreciation to the National Institute of Education for recognizing the importance of and need for this inquiry. As the institute is the federal agency charged with conducting education research designed to inform education

policy makers, their interest is clear and their cooperation and staff support were outstanding. The assistance and support of individual staff members are required in order to implement a public charge. We wish to thank specifically Dr. Garry McDaniels, former head of the National Institute of Education, Research on Teaching Division; Dr. Samuel Pisaro, NIE Project Office; Dr. Virginia Koehler, Chief, Teaching Division; and Dr. Arthur Wise, former NIE Associate Director of the Basic Skills Group. Without their patience, persistence, and partnership, the Project would not have been able to accomplish its purposes. We would also like to acknowledge the assistance and cooperation of Dr. B. J. Chandler, Dean of the School of Education, Northwestern University. Dean Chandler made it possible for the Project to be located and managed at Northwestern. We also wish to acknowledge the cooperation and support we received from Dr. Ralph W. Tyler, presently Senior Consultant, Science Research Associates, and Dr. Joseph M. Cronin, State Superintendent of Education, Illinois Office of Education. Dr. Tyler served as chairperson for the Phase One and Phase Three Project conferences; these conferences were successful because of his ability to guide participants in the sharing and testing of ideas. Dr. Cronin agreed to co-sponsor the Project with the College of Education, Roosevelt University. His co-sponsorship enhanced the sense of purpose and commitment of all Project participants and made the entire effort possible. Thanks must also go to the two Project graduate assistants, Andrea Crane and Barbara Schneider. We also wish to acknowledge the work of Ruth Graf, Project Administrative Assistant and Secretary. Without her sense of humor and organizational ability the Project might well have floundered. Finally, we thank the members of the task forces and their leaders for their important contributions. They were enthusiastic partners in a rewarding and productive enterprise.

The report is organized into five chapters and an appendix. Chapter I, the General Introduction, provides information about the context in which educational policy concerning accreditation/program approval, certification, and continuing education of education per-

sonnel takes place. A variety of policy issues are reviewed, the task force operation is summarized, and the limitations of recommendations are discussed. Chapter II presents recommendations developed by the Certification Task Force. The Recommendations are preceded by an introduction that synthesizes policy issues being considered by the task force. Chapter III presents Accreditation/State Program Approval policy issues and recommendations. Attention is focused on answering the questions: (a) What are the purposes of a national voluntary professional educational agency? and (b) What are the purposes of a state program approval system? Evaluation issues are also analyzed and an auditing model for obtaining and monitoring information for program approval/accreditation purposes is outlined. Chapter IV reviews the governing structure for state certification and program approval and makes recommendations for changing current procedures and/or practices. The role of the State Board of Education and the functions and composition of a proposed Certification/Program Approval Board are examined in detail. Finally, Chapter V summarizes the need for and presents a rationale for state-supported experimental programs of continuing education for certificated school personnel. Particular attention is directed to the articulation of an experimental plan for providing state-supported continuing education that is tied closely to local school district/building level and individual teacher needs. Appendix A provides statements from individual task force members concerning their views about task force recommendations; Appendix B is a bibliography of Project-commissioned papers and other working papers; and Appendix C provides a summary of state legislation in Illinois affecting in-service staff development. A Project glossary of terms follows immediately.

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GLOSSARY OF TERMS

The vocabulary used to describe various educational processes and activities does not consistently lend itself to easy understanding. Code words and jargon make difficult the intelligent use of certain terms. To help clarify common terms used in the Project and to avoid needless disputes over semantics, the following glossary is provided.

accreditation--the process by which an institution or program within an institution is recognized as having met certain standards. For purposes of the Project, accreditation will be the general term for the approval/disapproval systems used to evaluate schools, colleges, and departments of education (SCDE) or institutions of higher education (IHE). These are voluntary processes among participating SCDE or IHE, rather than mandatory governmental assessments.

national education accreditation--a system of accreditation used specifically for recognizing SCDE. It is currently being operated by the National Council for Accreditation of Teacher Education (NCATE). Such a system recognizes specific programs within SCDE as well as the SCDE unit within an IHE. Approximately 39% (540 of 1370) of the state-approved SCDE are accredited by NCATE.

national accreditation--the accreditation system used to recognize secondary schools and institutions of higher education. Such programs are conducted by regional agencies. Illinois is one of several states served by the North Central Association of Colleges and Schools (NCA). IHE are accredited by NCA's Commission on Institutions of Higher Education.

certification--a process by which individuals are recognized as eligible for employment in a given profession or occupation. Certificates are issued by the state following some demonstration of knowledge, ability, or education associated with the occupation or profession. In education, certificates are given following one of these events: completion of a state-approved program in professional education, a completion of course work approved by the state (transcript review), successful performance on a test, or successful performance in an interview. (In Illinois, most certificates are issued upon documentation that the individual has completed an approved program.)

licensing--For the purpose of the Project, licensing and certification will be used interchangeably.

continuing education--For the purpose of the Project, continuing education will mean the development of individuals involved in professional education practice beyond the initial training program. This will include both formal and informal education, such as in-service training, learning in teacher centers, staff development programs, education for continued employment and/or advancement in employment status, and other learning activities designed to enhance the work-related skills of the professional educator. Note: Although the term is general in nature, its use by the Project will focus on the sustained or recurrent education of personnel in schools.

education consumer--a general term used to describe the broad variety of people who make use of the products of educational programs. For example, employers are consumers of professional education program graduates; students and parents are consumers of educational programs offered in schools; students in SCDE are the consumers of professional education programs; the public is the consumer of the talents derived from a variety of educational programs; and so forth.

education clients--a more specific type of education consumer, the participants of learning programs in educational institutions, such as students in schools, students in SCDE (defined below), and personnel in continuing education programs.

education unit or SCDE--schools, colleges or departments of education within institutions of higher education. The education unit within a college or university is recognized by the presence of professional education preparation and/or continuing education programs, such as teacher education, administration/management education, and counselor education programs. Reports using education unit or SCDE are referring to an entity within an institution of higher education with one or more such professional education programs.

elementary/secondary education--any educational program operated by a local school or learning center for children from early childhood (preschool) through high school (grade 12).

entitlement--the process of certification whereby an individual becomes eligible for a (state) professional education credential by having completed a professional education program approved by the state. Successful completion of such an approved program "entitles" the individual to the certificate without having to to meet additional qualifications (with the exception of some general criteria of age, character, health, etc.).

evaluation components--the essential elements of evaluation studies: criteria, standards, and technique (method/instrumentation). Evaluations can be of several types, but these elements must be included in the evaluation (defined below) for program approval.

> criteria--indicators of quality (or measures of value) which are fundamental for program assessment. For purposes of evaluations, criteria are translated, albeit with imprecision, into areas of observable phenomena. They answer the question: What is to be assessed? For example, faculty members should have advanced training in the area of specialization in which they teach.
>
> standards--the level of attainment (within each criteria) established for use as a basis of comparison in measuring or judging value. In program approval evaluation, standards are the minimum levels of performance accepted for approval. For example, all faculty members shall have a Ph.D. in the area of specialization in which they teach.
>
> technique--the process by which institutions/individuals/programs are assessed consistent with established criteria and standards. Technique includes both the process of evaluation and the instruments employed to assess performance achievement, e.g., tests, interviews, observations, surveys, etc.

evaluation types--For Project purposes, four types of evaluation are needed:

> discrepancy evaluation--an assessment designed to judge the degree to which an individual or institution/program is performing as claimed by the institution or the degree to which outcomes are meeting the objectives or goals stated by the individual or institution/program.
>
> normative evaluation--an assessment of an individual or institution/program in comparison to a common set of criteria and standards established for a given classification of individual/institution/program. For example, all programs preparing teachers for work in a given area may be required to teach students to perform in that area and to meet certain required standards.
>
> process evaluation--the assessment of actual performance in a training or work setting, rather than an evaluation

of expected results.

outcome evaluation--the assessment of the products or changes resulting from a program/project/or other intervention.

federal eligibility--the recognition of the federal government that an institution of higher education is of sufficient quality to be eligible for federal funds. The United States Office of Education has an Office of Accreditation and Institutional Eligibility which recognizes IHE by one or more of three processes: (1) state licensure or approval, (2) accreditation by a USOE-approved accrediting agency, (3) federal statutory or program requirements that are directly reviewed and approved by USOE. NCATE (National Council for Accreditation of Teacher Education) and NCA (North Central Association of Colleges and Schools) are both federally approved accrediting agencies.

interstate reciprocity--agreements among states to recognize the certificates of individuals seeking employment who have moved across state lines. Not all states participate in such agreements.

intergovernmental relations--For the purposes of the Project, this term refers to the relationships among states, between local and state education agencies, and between state and federal education agencies or their delegated authorities. The Project is concerned with the use and effect of these relationships in regard to accreditation, state program approval, and certification.

institutions of higher education (IHE)--For the purposes of the Project, IHE means two- and four-year colleges and universities operating postsecondary education programs in public and private not-for-profit institutions.

peer-based--conducted by and for a particular class of individuals or members of a common type of organization. The Project recognizes the professional education peer group as "the full range of professional educators operating within the system of professional programs for education personnel."

postsecondary education--education programs for persons beyond the secondary school. Such programs include education in technical or trade schools, colleges, and universities, community or junior colleges, adult and continuing education centers, etc., including public or private and proprietary or not-for-profit institutions.

State Program Approval/Recognition--a system similar to accreditation; however, the process is not voluntary. States mandate that SCDE be recognized in order that their graudates become eligible for certification.

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CHAPTER I A GENERAL INTRODUCTION*

Education and Public Policy: The Context and Issues

In the past decade, public sophistication has grown in regard to policy issues concerning professional licensing and teacher licensing in particular. Basic assumptions and procedures have been challenged by consumer groups. Social science research has been disseminated widely and has served to raise more questions than it has provided answers. The ability to assess the quality of professional education programs or their graduates is being questioned. New political coalitions have been formed among various education groups in order to protect their interests as well as to increase their role in shaping public educational policy. The courts continue to play an increasingly important role in determining educational policy.

The involvement of the courts and the public demand for closer supervision over the educational process have focused attention on the issue of who shall be allowed to teach. This, in turn, has created demands by teacher unions and other organized members of the education professions that they be allowed to control teacher licensing and certification. Thus, the policy issues concerned with the accreditation of professional education training programs, the licensing of school personnel, particularly teachers, and the relationship of continuing professional education to certification and continued employment are complex, highly political, and badly in need of clarification.

The new Illinois State Board of Education, charged with the constitutional authority to formulate and administer educational policy for public schools, is sensitive to these problems, and so has rated consideration of "teacher education and certification" as a priority area.[1] They have publicly stated their need to confront the policy issues and politics surrounding these matters.

The Illinois Policy Project on Accreditation, Certification, and

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*Chapter I was authored by Robert H. Koff and David H. Florio, the Project Co-Director and Consultant, in order to provide an overview and synthesis of the context and issues from which Task Force recommendations were made.

Continuing Education was conceived in order to help the state board and the superintendent clarify and define issues and to formulate public policy. The areas of teacher (and other school personnel) certification, approval of education programs preparing certified school personnel, and continuing education as related to certification and employment conditions were considered. Recognizing the interstate and national significance of these issues, the Project also considered broader policy issues related to professional education accreditation and the various intergovernmental relationships surrounding accreditation, certification, and continuing education.

This report presents the results of inquiry which examined professional education certification, program approval, and continuing education policy in Illinois and voluntary professional education accreditation policy at the national level. Study recommendations are presented providing for modification of current state legislation and administrative policy established by the Illinois State Board of Education. Recommendations also have implications for changing policy and procedures concerning voluntary institutional accreditation at the national level. One recommendation that is discussed at length is the need for a comprehensive program of research and development that will be directed toward identifying measurable indicators of quality by which institutions and programs might be evaluated.

This introductory chapter is designed to provide an overview of the context and the policy issues that were reviewed by the task forces. The first section presents the broad arena in which accreditation, certification, and continuing education policy were examined. The contextual areas reviewed include the following: federal, state and local government authority; changing societal values; the national economy and related factors; political influences; accountability and consumer protection. Research issues and evaluation problems are examined. Attention is directed to determining the nature of the relationship between teacher behavior and pupil achievement. A variety of legal issues that relate to professional licensing and tests of employment are reviewed. Policy issues that relate to institutional change

are summarized. Finally, the approach to problem analysis used by the task forces and the limitations of the study and its recommendations are discussed.

The Context of the Policy Analysis

Policymaking in education takes place within a social, political, and economic context. This context is not a neutral medium. It exerts an important and sometimes dramatic influence on action that is taken. As a consequence, new policy is usually not made by modifying significantly what already exists; starting points for analysis and action begin with policy and procedures that are already in operation. These conditions limit and shape new policy efforts.

This section briefly examines the context in which the development and analysis of educational policy concerning accreditation, program approval, certification, and continuing education takes place.

Federal, State and Local Government Authority in the Formulation of Educational Policy

Federal, state, and local taxes pay for the costs of public school instructional personnel and related services. Local school boards and state legislatures determine educational policy--how public monies will be spent. As a result, educational personnel are subject to the rules and regulations established by the state concerning licensing and by school boards concerning employment.

As a public enterprise, schooling is an industry that is declining while under attack. The reasons are well known. Schools have a clientele of the young. They have grown rapidly in the past because of the large number of children entering the educational system. School enrollments are now dropping because of a decline in the birth rate; local support is eroding because of a lack of consensus about the fundamental purposes and utility of education; state support for education, competing with other social services for extremely scarce state

funds, seems to be no longer a state priority; and there is no major move to increase significantly federal funds for public schools. Consequently, there is a teacher surplus, schools are closing, and teachers are losing their jobs.

Education is also under attack because the public feels that schools are not managed efficiently, that teachers are not performing well, and that students are not learning. Additionally, a troubled economy and changing societal values are causing problems of some magnitude. Court decisions thrusting the schools into the position of assuming responsibility for solving problems as varied as racial integration, poverty, crime, and poor health make the problems more difficult.

These factors are mentioned to point out the complexities associated with policy analysis in the field of education. When the increased militancy and concerns expressed by teachers and teacher organizations are included, problems take on a decidedly political flavor. This situation is exacerbated when consumer interests come into conflict with those of the education profession.

Other factors influencing policy are the philosophical questions inherent in the interdisciplinary orientation of education in a free society. This interdisciplinary orientation provides a variety of perspectives for education; however, there is little "hard" knowledge for policy planners and practitioners to draw on. As a result, it has always been difficult to determine what teachers should know. Education is a human enterprise and thus subject to the vagaries of individual personality, attitude, and behavior. The diversity among individuals and the contexts in which they work and learn present another educational policy problem. If it is difficult to establish a common knowledge base for teachers, it is even more difficult to determine what teachers should be able to do. What are "acceptable" standards of behavior that will ensure that teachers will discharge their responsibilities efficiently and productively? These factors, together with the public character of education, have made it difficult to reach a consensus on standards for licensing of teachers and the

approval of programs in which they are trained.

The state, the home, and other related social institutions, are considered as sponsoring agents of the schools. The public considers education to be a service needed to promote the common welfare. Citizens look to the state as their civil governing authority with both a protective and enabling function. The state's protective function insures the rights of children to a quality education regardless of economic circumstances, race, ethnic heritage, or religion. The state's enabling function is to provide educational opportunities for all its members.

A special problem arises, however, in thinking of the state as the prime sponsor of education. In the United States, support for education is provided at the federal, state and local school district levels. The matter is made more complex by the fact that American education is currently being regulated by a complex of federal, state and local school district regulations that are tied to governance procedures, financing, and civil rights legislation. Thus the task forces in this study had to keep in mind the context in which policy matters in education are currently being discussed as well as the role that federal, state and local policymakers play in the process. As a consequence, this report represents an inquiry informed by both a synthesis of current research, and consideration of political behavior. The product therefore may be characterized as a series of authoritative value choices embedded in an intellectual, historical and social context in which laws and/or procedures governing accreditation, certification, and continuing education are formulated.

The choices and recommendations made by the Illinois Policy Project task forces are, in large measure, modifications and additions to existing policies. Important departures from current policy represent a synthesis of thinking about current research, practice in other social-professional arenas, and educational policies in other states. The political climate surrounding education policy in the State of Illinois tempered the task forces' recommendations. Task forces have attempted to solve complex problems by modifying and altering the myriad

rules, regulations and procedures of on-going programs. The task forces reviewed a broad array of alternatives starting with existing procedures and then narrowing the options for new policy. They assumed that wholesale changes in the status quo would be difficult and conceptually impractical, given the current state of knowledge and the political climate in the Illinois legislature and among the nearly 130,000 certificated state education personnel. The assumption that new policy would be grafted onto the old tempered radical innovation and moderated the climate of analysis. Woodrow Wilson had summarized this perspective earlier:

> Legislation unquestionably generates legislation. Every statute may be said to have a long lineage of statutes behind it....Every statute in its turn has a numerous progeny, and only time and opportunity can decide whether its offspring will bring it honor or shame. (Congressional Government, 1885).

Changing Societal Values

Efforts to understand what is happening in education must begin with the recognition that many problems are not new. Educators, for example, experienced the trauma of the depression years just as did every other profession. What is new, however, is the curious mixture of prophecy and pessimism that educators now express about education. Squeezed between Jenks and Coleman, Silverman and Illich, desegregation and equity, the education profession is understandably anxious.

We live in a period of unprecedented change, where specific skills and competencies developed over a lifetime can be rendered obsolete in a short time; where the courts make decisions which significantly affect the development of social values; and where the birth rate and the economy affect the quality of life at home and in the work place. Today, public education for the young is a declining industry. The rate of growth has been reduced markedly. Fifty years ago the average American family included more than four children. Today this number is 2.1. Taking into account birth statistics, we know that the elementary and secondary school population will drop from 50 million in 1975

to about 44 million in 1985--a decline of over 11 percent.[2] In Illinois the decline in student enrollment is expected to be even larger. According to the Illinois Office of Education, student enrollment may decline as much as 20 percent by 1984.[3] Such significant declines in the number of elementary and secondary students obviously have important implications for the management of schools and the opportunities for graduates to find employment.

It is recognized that there are those who would argue that discussion of teacher surpluses and lack of jobs for teachers is a potential disservice to quality education. More teachers, it is reasoned, are needed to reduce class size and provide better instructional service to students. But educators cannot guarantee that a small class size will improve learning significantly, and it seems unrealistic to expect that the already overburdened taxpayer will consent to greater increases in school budgets to hire more teachers. In fact the taxpayer is terriby concerned because he knows that, despite the fact that student enrollment is expected to decline, total educational costs are expected to increase.

One result of the small number of job openings for newly trained teachers is that an important avenue for injecting fresh ideas and talent into the schools will be almost closed. Without the energy supplied by new, enthusiastic, and relatively younger teachers, schools will lose an important force for excellence. In addition, one major avenue for vertical mobility for large numbers of would-be teachers from various minority and low-income groups will be closed.

Since new teachers will not be needed in large numbers in the next ten years, it will be increasingly important to develop programs of continuing education for experienced teachers. Teachers who prepared some years ago will need to learn the new educational technologies and their application to the classroom. At present there are no systematic, state-oriented continuing education programs for teachers. No common approach is appropriate for all schools or school districts. Continuing education needs to be encouraged and supported or the most costly resource purchased by school districts, that of instructional personnel,

will be severely neglected.

These realities are difficult enough to live with, but added to them are other concerns. Federal support for education has not increased to keep pace with inflation. Today more than 90 percent of the money spent on public education comes from state and local sources.[4] Educators are being blamed for the fact that high school and college graduates cannot read or write effectively. For example, scores on College Board and other national achievement tests have declined significantly over the past several years. On a common information test administered to recent college graduates more than half could not identify Rubens; only 50 percent knew the war in which the Bunker Hill battle occurred, and only 56 percent knew the length of the term of office of a United States senator.[5] Educators are also being blamed because the schools are failing to prepare students for jobs and failing to eliminate poverty, injustice, racial discrimination, and crime. The list is long; it is important; it is often inconsistent.

One must conclude that the American educational system is under attack. Within this context, however, it should be recognized that the crises in education are broader and deeper than the immediate problems encountered in the public schools. The problems of the schools, important in their own right, are also symptomatic of a social system in distress.

The current dissatisfaction points to the fact that public education is no longer supported by a pattern of consensus concerning the nature of the enterprise. The loss of this consensus, within a single generation, is a profoundly important social and psychological event. Over the years, the purposes for the public schools have been expanding. Each generation must go through the long and painful process of reinterpretation. Recent changes in our society have, however, made it difficult to engage in a process of reinterpretation of goals so that consensus can be reached. Positions have become polarized both inside and outside of educational circles. There is evidence of growing distrust and unease in the general population that puts additional strain on "normal" channels of communication. As a consequence, new

political coalitions and special interest groups have formed, each vying for power and authority, while the problem of how to make the schools serve both the individual and society has become lost in the political shuffle.

History has demonstrated that the life of any social institution is gravely endangered if it is in a state of decline and the community that supports it has no clear idea why, or whether it should be supported. Under these circumstances the schools suffer from an overload of expectations and the lack of clear procedures for sorting out priorities among conflicting points of view. These facts had to be taken into consideration by task force members in their analysis of educational policy.

Political Issues

Political issues are often at the heart of policymaking because they involve legal, political, social, and economic influences that can be used by one group to exert control over the activities of another group.

The fundamental political issue concerning accreditation, certification and continuing education policy is the desire of teachers to control policymaking in this arena. The teaching profession has grown in power and stature over the past twenty years. Teacher unions and organizations feel they ought to be able to control entrance to, and employment in, the teaching profession and related occupations. As a consequence, licensing boards like the Illinois State Teacher Certification Board become the focal point in the quest for power and control over the profession. There is also tension and considerable action that can be observed in state legislatures, as well as in Congressional committees in Washington.

Power struggles and the development of political coalitions are typical of most professions. It is argued by teachers that, in other professions, the professionals themselves control entrance and monitor professional standards and behavior. Why should education be any different? Those who believe that teaching is different point to the

fact that education is unlike other professions in the following ways: it is a public enterprise; it lacks a comprehensive knowledge base; it is limited in collegial support and exchange; it demands relatively little in the way of training and clinical experience prior to entry; and, at least in public schools, it serves a conscripted client. This last point, compulsory school attendance for the young, particularly sets teaching off from other professions. In other more established professions the client has some semblance of choice in seeking professional services.

In the past, institutions of higher education that prepared educational personnel dominated decisions about the quality of training programs and entrance to the profession. School district administrators, school board members, and other prospective employers have a major interest in the caliber and preparation of individuals who gain access to and remain in the profession. More recently, the organized teaching profession has vigorously sought and gained substantial power in, if not control over, accreditation and state program approval/licensing bodies. For example, teachers now hold six of the thirteen seats on the Illinois State Teacher Certification Board. In many states teachers control teacher licensing and institutional program approval because of legislation which was passed largely as a result of their efforts. For example, the California Teachers Association was responsible for legislation establishing the California Commission for Teacher Preparation and Licensing (controlled by teachers and independent from the state education agency). Similar bodies have been established in Minnesota, Oregon, and Pennsylvania.

During these times of declining enrollments and teacher surpluses various attempts are being made to limit the number of new entrants to the profession. Such constraints are seen as desirable by the organized teaching profession because newly licensed teachers compete for scarce jobs. Higher education coordinating boards, similarly, favor reducing the number of teacher education graduates, but here the motive is to reduce expenditures in public higher education. Employers, on the other hand, find the oversupply to be advantageous in terms of the

larger pool from which to select qualified applicants and reduced pressure to raise teachers' starting salaries. The general public is ambivalent. On the one hand, the public, particularly parents with children in school, believes the oversupply should provide an opportunity for more highly qualified persons to find employment, thus displacing the less well qualified or less competent teacher in the classroom. However, due to tenure law restrictions, complicated dismissal hearing procedures, strong counter-pressure from the organized teaching profession, and sometimes indifferent or inept administration, displacement of incompetent teachers by superior teachers rarely occurs. On the other hand, the taxpaying public is glad for any opportunity to see tax-supported institutions reduce expenditures. Teacher training institutions are threatened by attempts to curtail their training mission and, because they, too, have tenured faculty and a heavy investment in facilities, a certain volume of activity and students is needed to keep open the doors of the college. For example, there are currently 61 institutions in Illinois with approved programs that train teachers for the public schools. These institutions have the potential to prepare far more graduates than the current beginning-teacher market can absorb.

The issue of control over entrance to the profession clearly has many facets. Constraints on the number of entrants can be imposed in several ways: (1) by allowing supply and demand to take its natural course so that fewer students will select teaching as a career because of the low likelihood of employment; (2) by raising standards for entrance and continuation in the profession; and (3) by imposing fiscal restraints and quota systems in the tax-supported teacher training institutions. At present, market conditions and fiscal scarcity are in fact causing sharp reductions in teacher education program enrollments.

In Illinois certification is linked to program approval through the entitlement procedures described in the following reports. In essence this means that the graduates of state-approved teacher education programs are entitled to certificates that will enable the pros-

pective teacher to seek employment in Illinois schools. Both certification and program approval are under the jurisdiction of the Illinois State Teacher Certification Board. This provides an example of institutional accommodation to the state licensing process. Through the approved program/certification arrangement, institutions of higher education are assured that their graduates will be certifiable at the end of the pre-service preparation cycle. Teachers are assured that standards for certification are reasonable and that they will be protected against arbitrary decisions.

In Illinois, attempts to mandate a specific philosophy or mode of teacher education have been thwarted by teachers and teacher educators represented on the certification board. Attempts to mandate competency/performance-based teacher education (as has been the case in New York, Texas, and, to some extent, California) through the enforcement arm of the program approval process, have been prevented. The following research issues highlight the current research that informs against such moves. Although separate task forces dealt with certification and program approval, the Project provided ample opportunity for inter-task force communication and for sharing thinking on these two interrelated components of the state system of teacher certification. In short, the concerned beneficiaries will find the approved program route to certification one which provides essential elements to protect public and professional interests while not stepping beyond the current state of knowledge with regard to appropriate licensing standards.

The recommendation to add lay public members to the Teacher Certification Board (see Chapter IV), thus reducing the proportion of teachers, was viewed as a step backward by the organized teaching profession representatives. If certification or licensing of educational personnel were the only matter at stake under the purview of the teacher certification board, then the dominance by teachers would be less onerous to teacher educators. When program approval decisions have the potential for being used as ways to curtail or limit qualified entrants from being prepared for possible employment in education, then a less powerful role for teachers is preferred by teacher educators and

employers.

The Press for Accountability and Consumer Protection

Who benefits from certification? To answer this question there must be a clear understanding of what a certificate tells the consumer. A basic assumption of the Project is that a certificate can provide information attesting that an individual has completed a training program, a program that is theoretically composed of an acceptable number of courses and experiences that may or may not have been previously approved by the state. If issued prior to employment, the certificate cannot provide information regarding specific performance abilities, or guarantee competence to perform successfully as a teacher. Thus the task forces concluded that the certificate can provide information only on past performance in areas of preparation that are reasonably related to future job performance. In most states certificates are awarded on the basis of an "entitlement" for those having completed a teacher education program approved by the state education agency licensing/certifying board. Successful completion of an approved program entitles the graduate to a teaching (or other professional) certificate offered by the state. Given the limitation on information provided by a certificate, the task forces asked: Does the state have a legitimate interest in maintaining a certification system? This question was decided in conjunction with a consideration of who should benefit from certification. If there should be a state system of certification, there must be identified publics that would benefit more from the existence of such a system than its absence. The alternative would be either no state-administered certification system or a state-approval system that would monitor local employment practices. The task force concluded that there should be a state system of certification for student contact school personnel. This affirmative decision was based, in part, on the Illinois Constitution's provision that mandates "...an efficient system of high quality public educational institutions and services."[6] Other states have similar constitutional or statutory provisions. Also, the task force deter-

mined the state's interest was legitimate in that it is the most appropriate body to protect the clients of school systems. Teachers also benefit in that they need an external validation of their training experience. The state must protect these teachers against capricious behavior by local employers.

The primary beneficiaries of the certification system are the people of Illinois. Specific groups enjoy the partial protection of interests through the information provided by a state-issued certificate. The schools and their employing agents (boards, administrators, etc.), school children and their parents, and publics in other states have the advantage of knowing that certified individuals have received training that is reasonably applicable to tasks associated with teaching. Recipients of certificates have the advantage of state validation of their professional preparation. Therefore, it is reasoned, significant benefits accrue from the state's interest in certification. The specific nature of that system and the process by which it is to be implemented is reviewed in the Certification Task Force report, Chapter II.

The questions (a) Who will benefit from validated information? and (b) How reliable is that information? are related to the type of information that the certificate is presumed to convey. The Certification Task Force has made a conscientious effort to elaborate its views on the limitations of the certificate. These limitations, with their attendant implications for the consumer, serve as a starting point for the analysis of certification policy.

With regard to program approval and accreditation, the task forces assumed that the state or accrediting agency has an obligation to validate information and/or descriptions of programs of professional education that are available in institutions of higher education. For example, if an institution claims that it provides on-site staffing seminars for its school-based interns, then the state must determine whether this claim is factual. In this manner, the local education agency has a means for evaluating the type and extent of training that an institution has made available to its graduates. Prospective stu-

dents, likewise, can judge a teacher education program with the assurance that the institution has met state tests for probity.

Finally, the task forces assumed that the primary responsibility for screening applicants for purposes of employment should be that of the local education authority. The local education authority, in addition, has the freedom to set employment criteria beyond criteria established by the state for certification. Hence, state certification becomes a minimum requirement for employment.

Statutory and market considerations impose constraints on existing preparation programs even when educators attempt to improve them. For example, where states allow individuals to earn certificates by taking a minimal number of courses from a variety of institutions, there is little incentive for students to take part in an extensive, integrated, conceptually sound program. When local employers are willing to hire teachers with limited (one term) clinical experience, or provide no additional salary for an additional year of preparation, students find little to reward for the additional training. With large numbers of teachers on the market, one might expect that employers would seek out the most prepared candidate for employment; however, this assumption fails to recognize the financial burden under which local school districts operate. In fact, one of the reasons for a state certification system is to preclude local districts from making employment decisions on the basis of the least expensive person available rather than on the basis of a candidate's educational experience.

Among task force members there was common agreement that the teaching/learning process must be clarified so that what is expected to occur in the classroom can be specified in terms of acceptable standards of performance--for both teachers and learners. The task forces believe and recommend, however, that appropriate forums and policy-setting processes must first be created and set in motion. Voluntary national accreditation and state program approval bodies, as described in this report, are viewed as the necessary forums for establishing policy and determining appropriate quality criteria for professional education programs. The highest priority task placed

before these bodies is to determine what should be required of quality preparation programs. The crucial question to be answered is: What shall be the criteria that determine the quality and scope of preparation programs for the education professions? Answers to this question involve other fundamental issues. The needs of a diverse social system that are to be met through education must be determined and agreed upon. Analysis of needs will aid in establishing the type and level of educational service required, both in terms of quality and of quantity. The task of establishing criteria and eliciting measurable standards of performance is not a simple linear process. The process involves concurrent analysis of existing classroom activities, review and assessment of existing standards, and trial-and-error testing of procedures designed to reach desired goals.

Criteria development, at least in the eyes of the task force members, is best undertaken by involving a wide range of participants other than just those with the greatest vested interest, such as teachers and teacher educators. Educators are not omnipotent, and because they are products of the system, they may misperceive society's needs and expectations. Since state program approval deals primarily with quality control for the elementary and secondary education of tomorrow's citizens, there was a pervasive and fundamental belief that the criteria development phase should be a public process, open and accountable to the taxpaying public as well as the educational community. It has been observed that professional educators do not control or mold the public image of what education is or is not. Education is a highly visible public enterprise. Realistically, there appears to be no alternative to the complete disclosure of validated information. The intent of the task force recommendations is to make reliable information available to a broad group of people so that more informed decisions can be made about education.

Certification and accreditation/program approval processes are primarily systems for validating the self-made claims of individuals or institutions. In the case of certification, the individual is making a claim about his training or preparation for work. In some

instances the issuing of certificates is based on performance on a test in addition to the successful completion of a training program. In other cases the state reviews academic transcripts to determine the individual's training background. These processes are designed to "validate" the training graduates receive. It is more appropriate, however, to think of certification as primarily providing verified information about graduates. In order to determine what the appropriate purposes, structure, and process of certification should be, the state must know who benefits from a system of state certification and the verified information associated with it, and how reliable and valid the information is in predicting on-the-job performance.

Research Issues and the Problem of Evaluation

The absence of a commonly accepted theory of teaching is a significant defect that hampers efforts to derive empirically and rationally defensible performance criteria and standards. At issue, here, is the fact that educational research over the past fifty years has not produced results that firmly link teaching behaviors to student achievement. There is simply no evidence to indicate that there is a "best" way to teach. Educators, therefore, must rely on subjective judgment based on analysis rather than on empirically tested theories. At issue, however, is the question of whose judgment is to prevail. In practice, many judgments are imposed and a wide array of teaching activities is viewed as acceptable.

The task of defining the substance of teacher education is acknowledged to be of high priority. The task forces, however, neither defined the teaching act nor established performance criteria or standards. In not doing so, the task forces did not feel they were abdicating any responsibility; they simply believed that other publics and other consumers of educational services should be involved in setting criteria and standards. Task forces recognize that the courts may intervene and define teaching acts and standards on behalf of these same publics if the profession is unwilling or unable to do so. The task forces felt the process recommended herein was the appropriate

mechanism for building consensus concerning criteria and standards developed by knowledgeable persons, lay and professional, as a basis for professional educators to derive performance guides and assessment techniques.

Although accreditation and program approval systems have been in operation in education for a number of years, precious little is known about institutional and program evaluation from a theoretical and methodological standpoint. Similarly, there are some shortcomings in our understanding of information validation techniques. The issue emerges, as a consequence, as to whether or not an unperfected technology should be utilized when so much is at stake.

Research on teaching has shown that a common professional culture does not exist either in practice or in the minds of teachers themselves. Dan Lortie, for example, asserts that there is evidence to indicate that there is not even a craft-like culture which exists to be passed from teacher to teacher. Lortie concludes that out of personal background, experience, and disposition each teacher develops an idiosyncratic procedure for dealing with the tasks and challenges of the classroom.[7]

The fact that there is no common professional culture for teachers is further warranted by the absence of agreed-upon commonalities in teacher education programs. In other professions, research and development have been instrumental in creating criteria and standards for training. This has simply not been the case in education. The most that can be said for a training program for teachers is that one is more likely to be able to teach after graduating from a teacher education program than someone with no training.[8]

As more studies are able to identify common elements in teaching and the relationship between what teachers do and student achievement, a theory of a profession may be developed. Clinical experience, role modeling, and commitment/responsibility to task are indicators that seem to be reasonable starting criteria to employ in the effort to define the profession and its training needs. As the theory becomes more explicit, then the accreditation/program approval criteria also

become more obvious.[9]

Research on teaching effectiveness is making some progress in efforts to tie teacher characteristics or performance skills with student learning. However, findings from these studies should be viewed as incomplete. They do not provide a sound base to support policy mandates.

> Most papers on teacher education contain the embarrassing recognition that the present scientific base for teaching and teacher education is primitive. That is, the number of studies which have looked at both teacher behavior and student outcomes is embarrassingly small. A diligent search will uncover less than a hundred studies...the results of these studies are <u>not</u> sufficiently strong or clear to direct teacher training practices or certification or evaluation of teachers.[10]

One of the problems with research on teaching is that much of it has not taken place in realistic (natural) classroom settings. As Marjorie Powell states in a report on the California Beginning Teacher Evaluation Study:

> A variety of procedures have been used to identify teacher competencies; however, few of these procedures have included research on teaching in natural classrooms. There is little empirical data to support the identification of specific teacher competencies. This statement is not meant to negate the extensive research efforts which have attempted to identify teacher skills...but rather to emphasize that the results from the many research undertakings have been less than totally successful in identifying important teacher behaviors, skills, or competencies.[11]

Recent studies that show some convergence of findings furnish only weak connections between certain teacher characteristics and student learning.[12] Although these studies provide an initial basis for exploring quality indicators in teaching, they are far from connecting specific training modes with given teacher performance. Even those studies, indicating that teachers can make a difference in student learning gains, highlight the evidence that teaching entails the

"...orchestration of a large number of principles and skills according to the specific needs of the student and the learning situation, and not the consistent application of a small number of 'key' skills that are possessed by 'good' teachers."[13]

As Powell, Brophy and Evertson, Rosenshine, Gage, et al. note, not only are different skills needed for different student populations, but different skills may be needed for different learning tasks, for varying age cohorts, and for differences in teaching contexts. Teaching skills necessary for learning involve a complex set of behaviors that vary over time, topic, learning group, and context, etc. N. L. Gage[14] points out that common sense, dogma, or popular teaching theory do not always hold up under careful investigation.

All this, of course, points to the need for teacher education institutions to develop programs that provide a variety of learning and skill development experiences in both academic and practice settings; however, it also precludes making either accreditation/program approval or certification policy based on a narrow concept of "good teaching" or a list of generalized teaching competency behaviors. Rather, public and professional program review and certification procedures should support alternative modes of teacher preparation and experimentation with various technolgies (see Chapter III Part 2, Recommendation #19).

In regard to experimentation it should be pointed out that teacher educators should probably be given more time to work with their students. Many current training efforts are limited in the amount of time that students can spend fully engaged in tasks associated with teaching. Teacher training programs are predominantly devoted to general education courses and courses for developing competence in a discipline or specialized content area. Frequently, no more than four courses, representing twelve to sixteen semester hours, are available for supervised clinical experience, for developing teaching techniques (methods), and practice teaching. Yet teachers rate this kind of practical experience as the most useful part of their preparation.

The problem of developing accreditation/program approval and

certification policy is also complicated by the fact that evaluation procedures are inadequate. Every evaluation system must cover three essential elements: criteria, standards, and technique.[15] Criteria are the measures of value (quality indicators) that are fundamental for program assessment. Criteria answer the question: What is to be assessed? For example, the number of students involved in a teacher education program, the availability of clinical experience for students, etc., are criteria statements. Standards are the levels of attainment (within each criterion) established for use as a basis for comparison in measuring or judging value. Standards make operational minimum levels of acceptable performance for each criterion used in an assessment. For example, students enrolled in a teacher education program must have a combined Scholastic Aptitude Test (SAT) verbal and quantitative score of 1000 or above. Technique is the process by which institutions/individuals/programs are assessed, consistent with established quality indicators (criteria) and acceptable levels of achievement within criteria (standards). Technique includes both the process of evaluation and the instruments employed to assess performance achievement, such as tests, observations, and interviews.

At this writing educational researchers and practitioners have not agreed on what criteria to employ in evaluating teacher preparation programs and/or the performance of their graduates. Further, even where there appears to be some consensus concerning criteria the process breaks down because agreement cannot be reached concerning the standard of attainment or performance that will be required. Hence, before specific guidelines that outline procedures to guide accreditation/program approval and certification can be written, the problem of criteria and standards will need to be attacked and solved.

This problem is difficult and highly complex. It will require many years of research as well as active discussion and probing to begin to solve it. There have been efforts, however, to move more forcefully to deal with it. These efforts are concerned with court decisions and their impact on education.

Legal Issues

Legal questions surrounding professional licensing and tests of employment (hiring, retention, dismissal, etc.) in education have reached a high-water mark in the past five years. These legal issues are raised in constitutional (state and federal), statutory, and case law.

Employment Tests. The landmark Supreme Court decisions, Griggs v. Duke Power Company[16] confirmed the use of Title VII of the 1964 Civil Rights Act (as amended by the Equal Employment Opportunity Act of 1972) to review tests of employment in order to prevent the use of such tests for discrimination on the basis of race, sex, religion, or national origin. The Griggs case invalidated tests of employment that screen out prospective employees when such tests (a) eliminate a disproportionate number of individuals from a suspect category (race, sex, religion, national origin) and (b) when such tests have no direct validity or no relationship exists between the test and the given employment work requirements. The Act created the Equal Employment Opportunity Commission, which has issued "Guidelines on Employee Selection Procedures."[17] The 1970 revision of these Guidelines define the term "test of employment" as written tests, performance criteria, or educational requirements used as a basis for employment decisions. This interpretation of Title VII with the support of the Griggs case means that tests of employment, whether written or personal experience, must be related to the job for which the test is intended. Sheila Huff in separate articles[18] has analyzed the case and statutory law relating to employment of teachers and other professional educators. She emphasizes the necessity for a relationship between tests of employment and the employment work.

> The key phrase for the EEOC's standards on tests is job-relatedness. Any employment practice that operates to exclude members of protected groups is prohibited unless it can be demonstrated to be job related.[19]

The use of certification as a test of employment, therefore, must meet statutory and constitutional requirements. When a state operates

through an approved program/entitlement system of certification, then the criteria for program approval will need to meet job-relatedness tests as well. Recent court cases have applied the principles found in Griggs to the education employment arena. Although these decisions have been somewhat tempered by the previously noted limited state of knowledge connecting training with performance, the task forces took these legal considerations into account when making recommendations. In short, there is a need to relate criteria and standards of program approval and employment to job performance.

Many of the court cases deal with written tests, like the National Teachers Examination. Although none of these cases has reached the U. S. Supreme Court, federal courts have invalidated the "capricious or arbitrary" use of written tests when they have no reasonable validity (job-relatedness). In one of the first applications in the education area, Chance v. Board Examiners[20], the court invalidated the use of a written examination (a principal's examination) for permanent supervisory positions. The first burden of proof in such cases is for the injured party to demonstrate that the test has a prima facie (demonstrable) effect of discrimination against one of the protected groups (race, sex, religious, national origin). Once such a case has been made, the burden of proof shifts to the defendant to demonstrate that the test in question has job-related validity. Using Griggs and Title VII, the court in the Chance case determined that the principal's test had no rational relationship to the job. Even when such tests have validity, the court has (in cases of invidious discrimination against a suspect category of individuals) maintained that the defendant should have a "compelling interest" in using the particular test, for example, that there is no less discriminatory test available to accomplish the legitimate selection purpose.

Similar uses of written tests were invalidated in Watson v. County School Board of Nansemond County[21] where the National Teachers Examination was inappropriately used in an instance of employment retention/dismissal and in Armstead v. Starkville Municipal Separate School District[22] where a specific score on the Graduate Record Examina-

tion had been used as a criterion for continued employment. The court in the Watson case said that even though the test in question may have met the Griggs requirements, there had been no effort to conduct a job analysis or validity study prior to adopting the test. In the Armstead case the test in question was intended for purposes other than employment screening. The courts have been unclear with regard to the applicability of the National Teachers Examination. In Carroll v. Board of Education[23] the court upheld the use of the NTE; however, in Baker v. Columbus[24] where the use of the test was unevenly applied to whites and blacks, it was declared invalid. This confusion is not likely to be cleared up until the U. S. Supreme Court reviews one of these cases.

Paul Trachtenberg's analysis of the legal issues surrounding licensing and employment presents several cases in which employment discrimination also violates the constitutional rights of children in schools.

> A discriminatory test violates the rights of candidates for school positions, and the rights of students to an equal educational opportunity, a right which is infringed when teachers and supervisory personnel are screened out on the basis of race, religion, sex, or national origin.[25]

Cases of faculty discrimination and segregation have been applied to this concept. See: Serna v. Portalis Municipal Schools[26], Porcelli v. Titus[27], and Lau v. Nichols.[28] In another case, a federal judge determined that a predominantly black college was delivering an inferior education which not only discriminated against its students, but, under the Equal Protection Clause of the Fourteenth Amendment, also violated the rights of the state's school children who would receive instruction by the graduates of this college. See Hunnicutt v. Burge.[29] The college had been approved by the regional accrediting association, the National Council for the Accreditation of Teacher Education, and the state department of education (for purposes of certification). Although some of these cases might be reversed on the basis of the Supreme Court ruling in the Rodriguez[30] case that education is not a

fundamental interest, the legal challenges to tests that are discriminatory will continue.

It is clear that the major "job-relatedness" requirement for employment tests will fall on local employers; however, the Project staff and task force members assume that the courts will also be willing to enter in the state certification area when certification is used as a minimal requirement for employment application. If the state is willing to delegate its screening function, in part to teacher education institutions with approved programs, then there must be some reasonable relationship between the criteria and standards that are used to approve such programs and the jobs for which the certificates are issued. Likewise, the teacher education programs must have a reasonable relationship with the employment requirements of teaching and other school jobs.

With regard to teaching, the problem of validating tests of employment or licensing is complicated. There is a lack of empirical evidence relating specific teaching behaviors to student learning or teacher training to specific performance outcomes. Given this limited theoretical/empirical base, the EEOC Guidelines[31] for predictive validity would be very difficult to meet. When the Guidelines and principles of Griggs are applied to certification, the validating job becomes more difficult unless the relationship is based on reason rather than statistical evidence. The EEOC Guidelines call for a "job analysis" in order that tests could be demonstrably related to work performance for predictive (criterion-related), content, and construct...validity. The previously cited knowledge gap in teacher effectiveness and training effectiveness implies that content and construct validity will be necessary. However, analyzing the teaching job may not produce clear criteria necessary for all teaching work. As previously discussed, different behavior may be called for in different situations, for different students, and for different curricula. In short, the EEOC Guidelines may be appropriate for paper and pencil tests but difficult to apply when extended to other licensing criteria, such as completion of a professional training sequence, academic study in the liberal arts

and sciences, etc. Michael A. Rebell[32] conjectures that the absence of these validated indicators of professional competence would relegate state certification to subject matter testing while allowing local education agencies to hire anyone with a college degree. He assumes that the courts would uphold college degree requirements because of court cases that have allowed for similar standards in other sectors of employment, for example, Spurlock v. United Airlines (which upheld the college degree requirement because it predicted the "ability to retain concepts and information given in the atmosphere of a classroom or training program" like those needed for pilot training courses)[33] and Castro v. Beecher which upheld the requirement that policy officers have high school diplomas.[34]

The transfer of the Griggs principles to teacher certification and employment is made unclear through several recent court decisions. In the previously cited Armstead v. Starkville[35] which struck down the use of the Graduate Record Examination, the appeals court said that the use of formal education requirements was legitimate. The school district required that teachers must gain a master's degree to continue in employment. Sheila Huff, in the more recent of her articles, points out that courts are unlikely to leave employers with no tools for screening when none is able to meet predictive validity tests.

> In cases where an adverse effect of the test is established, the public interest is clearly at stake, and no suitable alternative procedures are available to the employer, the courts would probably hesitate to proscribe the use of procedure if it seems to have any connection with the job in question.[36]

The rigorous application of the three part validity test outlined in the EEOC Guidelines may not be adhered to when the state or knowledge regarding employment requirements makes such application unreasonable. Thus, regarding certification, requirement that the applicant must complete an approved program would be upheld when there is a reasonable relationship between program approval criteria/standards and the prospective teaching and other school professional work. A similar relationship should exist between the training and the job. As Huff points

out, these may not be sufficient conditions for employment; however, "...courts appear reluctant to declare that it is not to be treated as a necessary condition simply because it does not always predict good performance."[37]

The Project task forces are willing to assume that some general education and liberal arts requirements for obtaining a college degree would pass court review. In a 1976 decision, the Supreme Court upheld a police employment test, even when there was a prima facie case of discrimination. In the case, Washington v. Davis, a written test designed to measure verbal skills was found to predict performance in police recruit school but not necessarily fulfillment of job requirements. Justice White, in the 7-2 majority opinion, stated that the Court was unwilling to invalidate an act "...neutral on its face and serving ends otherwise within the power of government to pursue..." even when such an act "...may affect a greater proportion of one race than another."[38] This case challenges previous assumptions from past Supreme Court action. From Griggs, it was assumed that the motive of the employer was irrelevant and that validity was based on the relation to job performance. Here the neutral intent of the test was considered as a factor and the Court extended the job-relatedness requirement to include training (as the Federal District Court had done in the Spurlock case).

The Project was not willing to concede that professional education requirements would fail court tests because of an inability to predict job performance. In the absence of empirically validated performance requirements, the reasonable relationship between professional education and professional education work is assumed to be sufficient. The Certification Task Force refused to make certification rest on written tests that cannot be empirically validated. They also refused to mandate a particular training mode for professional education. The Accreditation/Program Approval Task Force recommends that states encourage diversity rather than sameness through their program approval system. As noted in the previous research issues, popular notions of competence- or performance-based teacher education

have often implied that discrete teaching behaviors can be identified for training purposes. Such notions are misplaced when attempting to validate such behaviors in relation to successful teaching performance. They would have a very difficult time meeting EEOC Guidelines. To have a state mandate program approval criteria or standards along similar lines would be even more difficult to justify.

Entitlements as Property. The program approval/certification entitlement system of teacher certification raises an additional legal point that should be noted. In the process of determining what kinds of protection students should have regarding receiving a certificate to teach and a job to practice their profession, a property issue arises. Under the Fourteenth Amendment of the United States Constitution, the requirements of procedural due process apply to the protection of liberty and property interests. Those individuals being deprived of interests that can legitimately be defined as "property" must be accorded procedural due process to determine the appropriateness of the deprivation.

For some time the courts have upheld the employment property rights of tenured teachers, teachers under contract, and in some cases, untenured teachers with expectations of continued employment.[39] In the Board of Regents v. Roth case, the court states:

> To have a property interest in a benefit, a person clearly must have more than an abstract need or desire for it. He must have had more than a unilateral expectation of it. He must, instead, have a legitimate claim of entitlement to it.[40]

It is therefore assumed that no person, certified or not, is entitled to a teaching job, but the courts have recently extended the concept of property beyond the immediate status of currently held property.

> The Court (U. S. Supreme Court) has recently recognized the concept of 'entitlements' as property which do not fall within traditional common law concepts of property but which nevertheless represent expectations of interest to which persons have a claim of which they may not be deprived without observance of procedural due process.[41]

Although the entitlement concept, as described in Perry v. Sindermann,[42] is extended to untenured employees who had an expectation of continuation, the concept should also be reviewed with regard to certification. In the Perry case, the respondent, Sindermann, was a teacher who was entitled to continuation of employment under circumstances similar to tenure because of an overt action, in writing, that made that expectation clear. Where a state makes the requirements for certification clear, an individual, having fulfilled such requirements, can reasonably expect to receive a certificate.

In the program approval/entitlement process for gaining a certificate to teach or perform other school-based professional responsibilities, a student having successfully completed an approved program is considered entitled to a state teaching (or other professional) certificate. Denial, either by the state's failure to grant or the training institution's refusal to recommend certification, can be accomplished only through procedural due process. The use of the term "entitlement" in describing this process should not be taken lightly. Although no court cases in this area have reached national attention, it is reasonable to expect that the student would have a reasonable property right to the certificate once successful completion of the approved program had been accomplished. This in no way indicates that the completion of an undergraduate degree program need be coterminous with the completion of an approved teacher education program. It does place the burden on the teacher education institution to clearly articulate the program requirements leading to the certification endorsement. It equally implies that the state must be willing to specify certification requirements that go beyond completion of the approved program (if any). Denial of the certificate to a student having completed the approved program must meet certain procedural standards, such as stated cause, a hearing, opportunity for presentation of evidence or rebuttal, etc.

Systemic Issues

Issues in this category are of an institutional nature and pertain to the structure, internal operation, and staffing of specific organi-

zations and enterprises.

Prime concerns about the recommendations involving voluntary national accreditation and state program approval agencies are that separate organizational operations would waste valuable resources and that their similar processes would create undue burdens on the institutions being reviewed. Many functions are being performed under current arrangements; however, the Accreditation/Program Approval Task Force recommends a collaborative mode and appropriate division of labor between state and national accrediting agencies. The systemic problem is that such reallocation of resources is not easily accomplished, in part because it entails a reallocation of power. Institutions of higher education estimate that tens of thousands of dollars are spent periodically on accreditation. Expenditures of this magnitude would occur far less frequently if the task force recommendations were implemented. Exactly how much the recommendations would cost in terms of additional resources is an issue that merits further analysis. While the proposed accreditation/program approval system is estimated to have low start-up costs, the fiscal needs will continue to be an issue until more accurate cost-estimates are developed.

Another systemic problem involves the reallocation or reassignment of roles within organizations. The recommendations for program auditors and trained field evaluators will undoubtedly require reassignment of personnel. Skilled evaluators are scarce and will command professional salaries and professional status. Integrating new roles and actors within the organization will probably cause temporary dislocations.

A major problem for institutions is the fact that it is difficult for organizations to grant "outsiders" access to communication channels and media. Even more resistance can be expected when this access includes external involvement in what have hitherto been internal matters.

As decisions are made concerning accreditation and certification, there are several constituencies that wish to and should be involved in the process. These constituencies include:

--the state legislature which is responsible for developing, maintaining and overseeing a system of free public education in the state.

--the State Board of Education and its administrative arm, the Illinois Office of Education, which have been delegated the responsibilities for program approval and certification by the state legislature.

--Teacher educators and institutions of higher education which prepare teachers and related education personnel.

--School board members and administrators who "purchase" the product from the teacher preparation agencies and have been critical of the quality and preparation of the "product."

--Teachers and teacher organizations who are interested in their self-governance.

--Parents and the public who feel they are the real consumers of teaching-learning activities.

--Illinois Board of Higher Education which approves all degree granting programs in state institutions of higher education.

Finally, there are a variety of organizations that are involved with the educational profession as service providers, but are not directly linked to education as a profession--for example, business managers and school nurses. The reports note that increasing numbers of these education-related professions are seeking state certification for employment in the state's schools. However, the main reason for this additional screening requirement seems to be that these employees are included in the bargaining unit with teachers and enjoy the benefits of salary scales resulting from collective bargaining agreements. The Certification Task Force recommendation is designed to allow local education agencies more latitude in selecting employees not related to teaching or other student contact types of work.

The Joint Task Force Committee on Continuing Education recommendations place the primary responsibility for improvement of teaching and instructional practice on the shoulders of local education agencies.

The support for staff development efforts designed to bring about these improvements must come from the state.

The recommendations provide for collaborative continuing education projects involving local school districts and institutions of higher education; however, many institutions of higher education may find staffing and financial constraints on such collaboration. For example, state institutions of higher education are often funded by the number of full-time equivalent faculty. This number is often tied to the teaching loads of individual professors. Continuing education programs with schools and/or school districts may not fit neatly into current calculations. The state may have to make adjustments for the service functions of state-supported schools, colleges, and departments of education to shift their faculty assignments to meet continuing education requirements.

Power Issues

There are nearly 1370 education units approved by states for the preparation of school teachers. The National Council for the Accreditation of Teacher Education (NCATE) recognizes 540 education units throughout the country (less than 40% of the state approved units). States may wish to improve the quality of teacher education programs through a reduction in number of approved programs while the national accrediting agency may wish to move in an opposite direction. In Illinois, for example, less than half of the 61 state-approved teacher education programs are accredited by NCATE.

No matter how strongly an institution might feel compelled to volunteer itself as a member of an accreditation association, there is at least the illusion of choice, providing a distinction between voluntary national professional education accreditation and "mandatory" state program approval. In Illinois, of course, there is no strict mandate for program approval; however, if an institution wants to assure its graduate of a ready avenue to certification through entitlement,* it must be approved.

The issues of control and participation in decision making are

*Graduates of an approved program become entitled to receive a state license to teach, administer, etc. in the public schools.

growing in importance with regard to both accreditation and certification. Teacher organizations want a controlling voice at both the state and the national levels of program recognition. Public groups wish to increase the lay-citizen aepresentation in both areas; however, they are seeking parity with professional groups in the state certification/program approval systems. The U. S. Office of Education is increasing the pressure on accrediting agencies (recognized by USOE) to broaden the representation of interest groups on their governing boards. This is particularly true concerning the regional institutional accrediting agencies that recognize colleges and universities for government funding eligibility; however, it is applicable to all accrediting agencies on the Office of Education approved list. The Commissioner of Education publishes a list of approved accrediting agencies that he/ she "...determines to be reliable authorities as to the quality of training offered by education institutions or programs, either in a geographical area or in a specialized field.[43] According to John Proffitt, Director, Accreditation and Institutional Eligibility Staff (U. S. Office of Education), the current voluntary professional education organization (NCATE) is on the USOE-approved list; however, it is one of the few accrediting agencies listed, the approval of which is not required by federal law for funding eligibility.[44]

The state program approval governance issues present very contentious and interrelated problems, at least in Illinois. First there are the serious questions: Who shall control the program approval process? Who shall participate in determining criteria and standards for that process? Who shall participate in due process considerations for individuals or institutions being denied certification or approval? Teacher educators and labor-related teacher organizations are jockeying for control of all phases of the certification/program approval system (policymaking, process, and decision review). School district boards and administrators claim that they should have the final authority through the employing process. Parents and other citizen groups claim a place in the process that screens prospective teachers and other school employees. The task force recommendations concerning

governance recognize these competing constituencies in their recommendations for the parity based Certification/Program Approval board. (See Chapter IV).

Task Force Operation and Limitations of the Inquiry

A Process Approach

It was the intent of the Illinois Policy Project to operate in a manner that recognized the reality of the legitimate interests that surround policy affecting accreditation/program approval, certification, and continuing education. As a consequence, selection of task force members and the procedure used to reach consensus and present recommendations was a process approach to policy analysis. The orientation was to include as many participants as possible to permit them to become involved in recommending on matters that have a profound influence on their lives.

The Project was designed to bring together knowledge and information resources in order to define issues, make recommendations, highlight areas in need of exploration, and provide policymakers with an information base upon which to act. It is recognized that the issues reported on in this document will be dealt with in several arenas: state offices of education, boards of education, state legislatures, voluntary professional accrediting bodies, and federal agencies. A variety of public and professional groups will also participate in these arenas: professional, labor-affiliated, and scholarly associations of teachers and administrators, boards of higher education, legislators, state and local education agency personnel, scholars and researchers, parent and student groups, school board members, etc. The Project has attempted to include information and/or representation from these arenas and groups in its deliberations.

In order to aid the reader, working definitions for national voluntary accreditation, state program approval, certification, and continuing education are presented as follows: (a) A national volun-

tary system of recognizing professional education units within institutions of higher education will be referred to as accreditation. (b) State systems of approving professional education programs designed to prepare school personnel will be referred to as program approval. (c) The licensing of professional school personnel with student contact or supervision of student contact personnel will be referred to as certification. (d) The continuing professional development, in-service education, staff development and training of school-based professional educators will be referred to as continuing education. The reader is referred to the Glossary of Terms for a listing and explication of all working definitions developed and used by the Task Forces.

Comments on the Recommendations

There is a tendency in education to search for panaceas or to look for the villains causing the fundamental problems for schooling. The following reports address only a few of the ills that beset education and they do not identify easy means to get at the villains of the education system. Rather, they are recommendations for improvement of one of the fundamental foundations of education in this country, quality control.

The Project was initiated on the basis of an articulated need within the state of Illinois. That need was addressed in the Project design to provide knowledgeable recommendations for action in the area of certification, program approval, and continuing education. The need to review and reform professional education accrediting practices has a similar, but national, salience. The Project reports and recommendations are also designed to address these broad concerns.

It is expected that a variety of uses will be made of the Project's products such as reports, background papers, task force recommendations, model legislation, sample legal briefs, etc. First, the Illinois Office of Education will have an opportunity to review the reports and make presentations to the State Board of Education for their deliberations, policy decisions, and legislative recommendations for the Illinois General Assembly. The Illinois School Problems Commission and other

members of the education committee of the Illinois House and Senate will have the opportunity to review the recommendations. A national dissemination effort will be conducted to circulate Project information and recommendations to other states; to the Education Commission of the States; and to state and professional, labor-affiliated, and scholarly education organizations. The accreditation reports will be circulated to a similar national audience including the National Council for the Accreditation of Teacher Education.

This is a policy project designed to inform and influence state and, where appropriate, national policy in both governmental and professional bodies. However, the Project expects that one of the outcomes will be to stimulate action in the education research and development community. Throughout the written reports and recommendations, attention is paid to the knowledge gaps or vacuums that exist. There is a great need, not only for research in these areas, but also for a brokering effort to synthesize what is currently known and what can be used for the revision of current policy. As Cohen and Garet[45] note, when applied social research highlights a diversity of findings and a confusion of results, the recommendation should be for continued experimentation and alternative process testing. In many cases, the Project calls for continued study and identification of criteria for assessment. The confounding legal questions raised here point to the need for activity in the research and development community. The Project also recognizes the need to inform the courts not only with regard to what is known, but also what is not known or unlikely to be known. In short, the Project should be viewed as part of a continuing inquiry with regard to the policy issues surrounding individual and institutional assessment and continuing development.

Limitations of the Project Task Force Reports

Concerns about accreditation, certification and continuing education range from holding teacher training institutions and teachers accountable for their productivity to doing away entirely with teacher education and certification. Some recent research minimizes the

effects that teachers have in determining educational outcomes. The Coleman report[46] and the work of Jencks, et al.,[47] for example, stress the finding that socioeconomic status and other related variables were significant causal factors in determining pupil academic achievement. The Beginning Teacher Evaluation Study, a six-year research project designed to determine which skills and qualities are necessary for the beginning teacher to impart learning effectively, has not yielded results that provide a scientific rationale for modifying teacher training and/or certification procedures. The California Commission for Teacher Preparation and Licensing initiated the Beginning Teacher Evaluation Study in 1973 in the hope that it would provide warranted information for decision making in this area. Thus, ordinary professional conservatism suggests caution in policy analysis and conclusions in this arena. It is not a single field; there are no easy answers, no simple solutions. Nevertheless, there are some things that can be said so long as it is understood that care must be taken when making generalizations of findings and recommendations to states other than Illinois, or to professions other than education.

As mentioned previously, the Project attempted to include a variety of participants in the task force deliberations. Where direct representation was impossible, written communication, commissioned papers, and other informational resources were provided.* Although this diversity was an essential benefit, it did cause some limitation on task force outcomes. The Project design allowed preconceptions and agendas for action to surface and be dealt with. This does not imply that the following recommendations are limited to self-interested, narrow suggestions. For example, teacher groups are clearly interested in the governance of the state certification system. Higher education institutions are interested in program approval and accreditation quality control indicators and processes. School administrators are interested in having latitude with regard to employment practices.

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* Note: A bibliography of Project-commissioned papers is attached in Appendix B.

Community/parent groups are interested in upgrading the quality of those individuals responsible for educating their children. In some cases these interests produced parallel recommendations. In other cases diversity required compromise. The compromises may be seen as necessary limitations on the task force reports. The Project report will attempt to go beyond some of these limitations.

A second area of limitation is the recognition of a "knowledge vacuum" with regard to appropriate indicators of quality (criteria) for judging individuals or programs. As noted in previous statements, there have been a variety of studies designed to determine empirically valid or generic teaching skills. Although there has been limited success in some of these studies, the state of the knowledge is not well enough established for the task forces to recommend particular criteria or standards for certification or program approval. This limitation is a significant one; however, it was recognized in the task force deliberations and in the specific recommendation that continued efforts go forth to determine the program/institutional indicators of quality. In any case, it is expected that criteria, reasonably applied, would be limited by both the state of current knowledge and the diversity of performance needs in specific school contexts.

A third area of limitation was with the particularistic nature of the study. The focus for the certification, program approval, and continuing education recommendations is the State of Illinois. The accreditation issues and recommendations have a more national scope. Although Illinois represented the immediate concern of the task forces, it is hoped that task force recommendations and the Project report will have implications and useful suggestions for other states. Illinois, however, has several distinctive attributes. Some people have described Illinois as two states: Chicago and the rest of Illinois. Currently the Chicago Public Schools operate under separate statutory authority. The Chicago school system has its own certification authority. The task force dealt with some of these Chicago/Illinois issues. The state certification system has several avenues by which an indivi-

dual can obtain a certificate: the program approval/entitlement process, individual transcript review, etc. There are no provisions for testing individuals beyond the completion of teacher education programs or courses (with the exception of Chicago).

The difficulty in defining problems in the areas of accreditation, certification, and continuing education represents a Project limitation. In the process of developing priority policy issues from the inventory of possible issues, certain assumptions were challenged, others were taken as givens. These assumptions were particularly salient at the issue definition phase of the Project. The political climate surrounding certification was assumed to mandate some state level involvement in the screening of prospective teachers. The Certification Task Force challenged this assumption; however, the consensus was that there would be some form of state teacher (and other professional school personnel) certification. The recommendations of the task force reflect that assumption; however, they also reflect what the task force determined to be the most appropriate mode of state intervention given current knowledge resources and limitations. Similar basic assumptions were challenged in the areas of accreditation and continuing education. All task force reports reflect a significant need for certification (and accompanying program approval), national voluntary professional education accreditation, and continuing education for school personnel.

This is not the first, nor will it be the last, time that educational policy concerning accreditation, certification and continuing education will be examined. Policy analysis is a continuous process and it is also tentative, because decision making in the educational arena is pluralistic. Decision making occurs at numerous points; there is no single locus of choice since federal, state and local governing bodies affecting education all are involved at one level or another. Further, at each level of decision making there are a variety of significant political actors and coalitions capable of significantly shaping and influencing decisions. Thus most fundamental

issues will reappear for further analysis and new efforts will be made to deal with them.

The Task Forces challenged many assumptions; however, many were left intact due to political realities and self-imposed limitations of the Project. For example, the responsibilities for certification at the state level rested on the assumption that compulsory school attendance for the young would continue and that schooling would continue to be publicly administered as well as publicly supported. It was also assumed that the public nature of education in the state mandated significant involvement in determining educational policy by a variety of interested groups.

Despite the formidable problems the task forces faced, they were totally dedicated to devising better solutions to the questions of quality control in teacher and administrator preparation and on-the-job performance. Given the intrinsically difficult problem of defining quality, of imposing control, and of vesting that control with different authorities and/or groups, it is no wonder that consensus was not achieved on every recommendation. It is to the credit of the people involved and their commitment and persistence in striving for improvement in education that agreement was reached on the majority of the recommendations presented in this report.

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CHAPTER II CERTIFICATION TASK FORCE REPORT

Part 1 Introduction

Part 1 of this report describes the Certification Task Force's general discussion of the problems surrounding certification and some of the major principles the Task Force agreed upon as guides for its examination of specific procedural matters related to the regulation and operations of the Illinois State Teacher Certification Board. The general discussion falls into three categories: (1) the purposes of professional certification for educators; (2) the contrasting functions of the state certification board and the local employing agency in determining who is to work in our public schools; and the need to preserve as much openness as possible in access to professional credentials in education. Part 2 details the Task Force's recommendations for altering or improving Illinois' procedures for granting professional recognition for educators.

The Purposes of Certification

Certification is the time-honored means of affirming professional status to individual educators. Before discussing whether the certification process was functioning effectively, the Task Force concluded that although certification was not capable of doing all that people might expect, it did perform valuable functions.

Through the awarding of the certificate the state exercises the responsibility it assumes in compelling young people to attend schools by assuring that those schools and their staffs are not detrimental to the health, safety, and development of those students. At the very least the certificate should signify that its holder possesses no debilitating mental illness and is not a felon. But the certificate should signify much more--that the holder of the certificate has mastered a body of knowledge related to the tasks that he or she is

expected to perform in the educational institution. The certificate signifies and assures parents and students that teachers and other educational professionals are knowledgeable in the area(s) or field(s) in which they are working and that all professional educators understand the physical and emotional and cognitive development of children and recognize the various learning rates, modes, and styles of young people.

In determining the content of training programs required of all those seeking professional credentials, the education profession--teachers, administrators, and teacher trainers--is able to define a common knowledge base and commitment to serving students upon which professional practice and improvement should rest. A common knowledge base about teaching and learning is a necessary and unifying element in a profession whose members pursue such diverse specialities, ranging all the way from teaching beginning reading to designing industrial arts curricula. The certification system guarantees that unifying element.

Finally, the educational professional who prepares himself or herself in the areas of knowledge that will be helpful in becoming a good practitioner must have some professional protection against the constant temptation of employers to hire individuals who are cheaper and less qualified and/or prepared. The investment by individuals in their own professional preparation deserves protection by law against the constant pressures from the public to find ways and means to cut costs with little or no regard to quality.

While recognizing these important purposes for continuation of certification as a state function, the Task Force recognized the relatively limited role that certification can play. The Task Force's discussion of certification occurred amid pressures to use an increasingly rigorous certification process to limit the number of people entering the education profession and to "guarantee the competence" of those relative few who were allowed to receive their licenses. Certification, properly executed, the argument went, would readjust the current imbalance in teacher supply and demand and, especially if coupled with an equally rigorous recertification pro-

gram, eliminate from teaching those without the competence or the will to perform well in the classroom or other educational setting. These demands are voiced both by the organized teaching profession and by those responsible for appointing and paying educational personnel.[1] The Task Force discussed these limitations under two headings: (1) the relative responsibilities of the state and the local educational agency in determining the qualifications of professional employees; and (2) who should have access to certification.

State and LEA Responsibility

The Task Force emphasized the distinction between certification and employment decisions. Criteria for certification are established at the state level and, in some sense, at the national level, due to the increasing use of reciprocity agreements, and must be applied equally to all persons who seek the certificate. Such criteria can be, of necessity, only of the most general kind. Final judgment concerning a person's suitability for a full-time, long-term position as a teacher or administrator or counselor must always lie with the employing agency, which has to take into account far more specific criteria than those used by the certifying agency. The local education agency must determine a candidate's fitness for the particular position in a particular school serving a particular community. The certification system should do as little as possible to interfere with the local agency's choices in that appointment decision. The certification process should set some minimum qualifications for school personnel, but should not reduce the local agency's ability to find personnel who meet its specific needs.

Certification is a limited tool, especially in terms of any predictive statements it can make about a certificate holder's on-the-job performance. The issue of the competence as an educator that the state certifies in issuing the certificate is a complicated one. Professional competency appears to be considered in a somewhat different way by those studying the preparation of educators than by those who are the direct or indirect consumers of the professionals' product. Those involved in preparing educators discuss inculcating skills or competencies that are applicable in schools and other learn-

ing situations. For them a "competent" educator is one who has acquired a number of skills and has shown the ability to apply them. The view of parents and the general public is not whether the teacher or administrator has the ability to perform well, but whether he/she does in fact do so. Certification cannot guarantee that latter kind of competency; to do so would require those making certification decisions to have a predictive capability which they do not have.[2] The research issues associated with linking teacher behavior/competence to pupil achievement are reviewed in Chapter I. The relationship between teacher behavior and student achievement has been reviewed in the Journal of Teacher Education (Spring 1976). The articles, providing empirical support for the conclusion that research on teaching and the relation between teacher behavior and student achievement is a very complex set of events which cannot be easily understood.[3] To expect that we can predict the teaching efficacy of a new graduate of a teacher training program would be foolhardy. By awarding the certificate, the state recognizes that an individual has successfully completed certain tasks, mastered certain skills, and undergone certain experiences which are thought to constitute evidence of that individual's potential to perform successfully in an educational role once the certificate is granted. (The legal issues concerning the job-relatedness of training programs is summarized in Chapter I of this report beginning on page 22.) The certificate signifies that the holder has acquired certain skills and understandings in preparation for the role of professional educator, but it does not and cannot guarantee that the certificate holder will perform competently as a professional. One of the reasons that it is impossible to predict a certificate holder's performance on the basis of a training program is that much of the situation of the educational professional cannot be simulated for the trainee. A teacher's skill, for example, at classroom management and effective individualization of instruction over the nine-month school year is not assessable until the teacher has spent at least a year or two in the classroom. Therefore, the local employing agency is best situated to make determinations as to on-the-job professional competence, and it is incumbent upon them to make their employment decisions accordingly.[4]

The Task Force considered proposals to impose systems whereby educational professionals would be required to gain recertification on the basis of completion of additional education. The Task Force rejected these proposals. While never doubting the importance of continuing education, there was agreement that its effectiveness would be severely hampered if it were made a state-enforced requirement for the professionals' retention of his/her license to work. Continuing education ought normally to be tailored to local needs and should be designed and administered by local professionals. A statewide system of continuing education tied to recertification will inevitably create standardized requirements not suitable to professional needs at the local level. Therefore, it is each LEA that must decide the appropriateness of requiring continued education of its employees, and indeed in some cases, making continuing education a condition of employment.

Who Should Have Access?

The current oversupply of teachers and other educational personnel has led many to urge using certification as a means to constrict the supply of professionals to match diminished demands for their services.[5] The Task Force did not agree. It supported the concept of open access to certification. There is real danger that constricting entry to the profession will be used, consciously or unconsciously, to homogenize the profession. Such an outcome would be a disservice to the community that education serves. An education certification system must control for quality but must not impose uniformity which excludes from the profession a wide range of people, training approaches and points of view that are vital to a healthy profession and to the proper education of children in an ethnically, religiously and ideologically pluralistic nation.

The Task Force concurred on the necessity for distinguishing certification from employment. This is a distinction that needs particular emphasis at this time, for the persistent undersupply of education professionals from World War II to the early 1970's created a situation in which almost every certified individual seeking education

employment found it. But the two processes are distinct. There is no reason to conclude that, because employment opportunities are in short supply, freedom of choice to enter the teaching profession be inhibited. Freedom of choice is also more likely to bring a healthy diversity into the profession. Certification should be awarded to all who qualify according to a set of published and established standards known to the person before he or she begins a professional preparation program. Decisions about certification, therefore, are in a sense "impersonal," geared to the awarding of certificates equitably to all who meet minimum requirements.

The Task Force made no specific recommendations concerning certification revocation or suspension. Teachers and other professional school personnel convicted of a felony or found to have deliberately falsified their professional employment records should be subject to review concerning possible suspension/revocation.*

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*The Task Force did not deal with suspension/revocation recommendations; however, the Certification/Program Approval Board should review the following considerations when establishing suspension/revocation policy:

(1) The certification is issued on the basis of completion of an approved training program and demonstration of good character and health (Section 21.1 of the Illinois School Code). Suspension may take place upon evidence of a felony conviction: "In determining good character under this Section, any felony conviction of the applicant may be taken into consideration, but such a conviction shall not operate as a bar to registration" (Section 21.1). Therefore, if the Board determines that a felony conviction is evidence of poor character, the Code must be revised accordingly in Section 21.23 ("Suspension or revocation of certificate").

(2) Since the certificate signifies the adequacy of the holder's professional preparation and not the adequacy of the person's subsequent on-the-job performance, the certificate should not be revoked or suspended as the result of inadequate performance on the job and Section 21.23 should be revised accordingly.

(3) Although a certificate should not be removed for inadequate performance, the state still has an interest in protecting its school children from inadequate instruction. This is part of the state's duty to assure that schools which it compels students to attend are not detrimental to the health, safety, and development of those students. Part of that duty should be to make sure that

Certification is a process in which all those who wish to qualify are welcome, regardless of demand for their services. Decisions surrounding employability, at least at present, are restrictive in character. They are concerned with winnowing the best from among those qualified, with selectivity, with "personal" judgments that focus on the inequalities among candidates.

It is crucial that this winnowing and selection process take place at the employment level and that those responsible for admitting young people to training programs not be charged with making those decisions before students begin teacher training programs. Trying to select the best potential teachers from among those qualified before they begin their training programs is foolhardy.

In making its specific recommendation that only graduates of approved programs receive certification, the Task Force considered carefully the implications that such a recommendation would have for increasing the diversity of backgrounds within the profession. It found no evidence in support of a belief that the approved program route would restrict access to the profession. The Task Force noted that the system does not discriminate against those who cannot attend college full-time, or who change their minds late in their period of study, or who are forced to move from institution to institution; approved programs make adequate provisions for transfer students, and there are one- and two-year approved programs leading to certification for college graduates.

Diversity cannot be regarded as stopping at the state line. The

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an employee separated from one school district is not employed by another school district unless that district is aware of the candidate's previous employment record. Since it is of interest to the state that such information be accurate, the appropriate state agency can enforce that interest by suspending or revoking the certificate of any education professional who deliberately falsifies his or her professional employment history when being considered for a public school position. Since what may be "incompetency" in one district may be satisfactory performance in another, this assurance of probity when reporting employment history is more in keeping with the Task Force report than having the state suspend/revoke a certificate due to incompetent performance in a specific school context. Employability is, wherever possible, to be judged by the individual school district and not by the state.

Task Force's specific recommendations for dealing with the issue of certification reciprocity between Illinois and other states are presented in Part 2 of this chapter. In general the Task Force thought it important that state certification agencies work toward a system of mutual agreements whereby states with comparable standards for approving teacher training programs will honor the certificates granted by one another. The belief was, however, that the current Interstate Agreement on Qualification of Educational Personnel sacrifices concern for comparable standards in order to expand the number of states participating, with the result that states in the agreement are not assured that those receiving their certificate through reciprocity are trained adequately according to that state's own standards.

The Task Force also discussed the question of the necessity of granting emergency certification in instances in which an LEA cannot find a properly certified individual to fill a vacancy and concurred that, given the present availability of educational professionals, the emergency certificate should be granted temporarily only in instances in which an actual emergency situation occurs.

On the question of permitting uncertified persons who are eminently qualified in their field to teach in the public schools, the Task Force agreed that provisions should be made for temporarily certifying persons exhibiting a unique level of expertise, allowing them to serve in a teaching capacity. There was agreement that holding teachers to high standards should not be synonymous with upholding rigid rules, thus rendering the certification system totally inflexible.

Another aspect in ensuring as much diversity as possible in school staffs is to limit the granting of educational credentials to those whose work in schools makes such certification necessary.

Teaching and such supportive roles as guidance counselor and school psychologist have many attributes that are unique to the school setting, and certification of completion of school-focused preparation programs in those fields as a condition of working in schools makes good sense. It is not sensible, however, to require such program completion certification of those persons who will perform in school roles quite like the ones they have already been trained to fill in other organizations. Whenever possible the local districts' authority

to choose the types of staff they feel are competent to serve local communities should be respected. Requiring a second certification of such professionals unnecessarily restricts the pool from which LEA's can pick qualified persons to serve in the schools, lessening their ability to bring a greater variety of adults into the school system to work with young people. Before a second certification is required for such professionals to work in schools, clear evidence must be produced that the additional training specified for the additional certification affects their ability to undertake a school position with competence.

Part 2 Recommendations

Recognizing both the importance and the limitations of the certification function, the Task Force recommends that the following specific actions be taken to strengthen the certification process in the State of Illinois.

Recommendation: 1

Limit certification to those who are recommended by a college or university as graduates of a teacher training program approved by the Certification/ Program Approval Board.* As a result, the procedure by which a candidate receives certification through transcript evaluation should no longer apply to persons who have pursued higher education in an Illinois institution of higher education.

Recommendation: 2

Persons trained out-of-state should be evaluated for the Illinois certificate on the same basis as those trained in Illinois if their training took place in a state with a program approval plan comparable to that used in Illinois. Any person trained in a state without a comparable program approval system will be, on presenting evidence of having graduated from a recognized teacher training institution and of holding a valid teaching certificate in one of the United States (not necessarily the one in which the person was trained), will be considered for teacher certification in Illinois on the basis of transcript evaluation according to appropriate procedures and standards promulgated by the State Office of Education.

Rationale

The major advantage of the program approval method is that it emphasizes the importance of considering teacher preparation not merely as a collection of courses distributed according to the rules of a

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*The structure and governance of certification are addressed in Chapter IV: Governing Structure for State Certification and Program Approval.

state certification board, but rather as a process involving the completion of a coherent training sequence in which courses and experiences build upon each other. A teacher training program is greater than the sum of its parts--more than the sum of the courses comprising it. Program approval as opposed to transcript evaluation supports this conception of teacher training. Another particular advantage of the program approval system is in allowing for considerable diversity among teacher preparation programs within a single state. Because programs quite different in scope and content can receive state approval, the procedure encourages individual institutions offering training programs to experiment and innovate. This system diffuses responsibility for creating teacher training strategies to the individual training programs rather than concentrating it within a centralized agency.

The procedures for certifying teachers trained out of state should be as similar to those applied to in-state trainees as possible. In dealing with states with comparable program approval methods, a simple system of reciprocity will achieve this goal. But Illinois must also ensure that potential teachers from other states are not excluded from working in Illinois simply because their states have not developed adequate program approval systems. A procedure for judging whether an individual's out-of-state training program meets standards comparable to those maintained by Illinois-approved programs must be devised by the Office of Education and approved by the Certification/ Program Approval Board. The assessment process should be more rigorous than the current transcript evaluation method.

Recommendation: 3

<u>The program approval method of certification should be employed so as to foster diversity among teacher training programs</u>.

<u>Rationale</u>

Detailed specifications for what approved programs should include ought not to be outlined in a central state office. Instead, approval of a program should rest on judgments as to the program's definition

of a realistic mission and the capability of its design and implementation to fulfill that mission. A program must rest its mission upon an identification of the educational needs of the particular community or communities for which it is preparing education professionals. It is expected that different institutions will define quite different missions for their training programs, goals will be chosen for different programs within the same institution, and that different means will be developed for serving similar missions. Program approval should encourage such diversity.

Recommendation: 4

Although the system of program approval should be administered so as to foster as much diversity in methods of training teachers as possible, any approved program must show evidence of having provided for the following necessities:

(a) experience in schools and other clinical sites available throughout the period of training;

(b) limitation of program size as is appropriate to the space available at clinical sites for placing professional trainees;

(c) preparation for teaching tasks and roles that lie beyond mastery of content and the methodology of its transmission, including such areas as collective bargaining, school law, interpersonal communication skills, etc.;

(d) involvement of practicing teachers and other professional educators, students, employers, and lay people in the definition of the program's mission and the needs it proposes to serve;

(e) survey of the expected job roles of its graduates and analysis of how each of the program's components relates to qualifying candidates to perform those jobs.

Rationale

Teachers almost universally report that their clinical preparation was the most valuable part of their teacher training. Further, providing clinical experiences for prospective teachers throughout the pre-

paration program enables some of them to decide that they are not suited to teaching early enough for them to transfer into some other professional training program without significant waste of time or money. For these reasons it is important that all approved preparation programs provide clinical experience throughout the training period rather than limiting that experience to the traditional term of student teaching in the student's final year. The value of these clinical experiences, however, is determined by how well supervised the student teachers are and by how substantial an opportunity they have to gain direct classroom experience. Adequate experience and supervision are not possible in situations of doubling and tripling trainees in clinical settings or of crowding so many into a single site that the regular staff members are unable to give proper attention to the individual trainee. The size of teacher training programs must be adjusted to fit the clinical training sites available.

As the role of schools in society becomes broader and more complex, so does the role of the teacher. Teacher training institutions have been slow to recognize these changes. Approved programs must show evidence of thorough assessment, with help from school teachers and administrators, of the realities of the teaching tasks for which they are preparing their students and that ways of preparing their students to deal with those realities have been incorporated into the program. The professional teacher is taking on an increasingly important role in defining policy in schools; accordingly, better preparation for those responsibilities is needed.

There should be no common requirement mandated by the state regarding hours spent on clinical experience, school law, interpersonal relations, and so forth, for purposes of program approval. Each teacher education program should incorporate ways to meet these needs as the institution of higher learning sees fit, with state approval determined by the adequacy of the program's design rather than by fulfillment of state-specified curricular requirements. Each program could, of course, establish criteria for enrolled students.

Relating training strategies to the realities of the job settings that trainees will eventually occupy is one of the most difficult responsibilities for the educational profession. Yet the relation

between training and task must be carefully articulated. Training programs in education have always, of course, been concerned with making their training relevant to future practice. But as current interpretations of civil rights legislation challenge all tests for employment, it is especially important to make explicit the relation between training required for certification as a professional educator and the actual work done by the educational practitioner. Approved programs enable the state to judge whether students are entitled to certification as educational professionals; but it is the state that issues the credential and restricts employment in schools to those holding that credential. Therefore, the state is ultimately responsible for maintaining that the decision by training program administrators to recommend or not to recommend their graduates for certification is made on criteria that are demonstrably job-related. In order to be approved, therefore, a program must be able to show that each component of the training program has been tested against the standard of relatedness and found relevant. Involvement of practicing educational professionals and students in the definition of program mission will, among other things, facilitate the testing of program components against the needs of the world of practice. (See pp. 22-28 of Chapter I for a more complete discussion of the issue of job-relatedness of certification requirements.)

Recommendation: 5

Those entering non-teaching positions in schools from other professions in which they have already received professional certification, licensure, and/or registration should not be required to earn a separate certificate from the Certification/ Program Approval Board unless training in education is demonstrably necessary for them to start performing their tasks in the schools.

Recommendation: 6

The Type 75 Administrative Certificate should not be required of school administrators not directly supervising instructional activities.

Rationale

These recommendations rest on the Task Force's general principle of encouraging as much diversity as possible in school staffing as outlined in Part 1 of this Chapter. The tasks performed by some administrators and professionals in schools--especially in areas such as nursing, law, finance, plant, food service, and the like--do not differ markedly from those of professionals and managers in other settings. No purpose is served by requiring experienced professionals and managers, just because their skills were learned outside of schools of education and honed in non-school organizations, to earn a certificate through the Certification/Program Approval Board before they are allowed to apply those skills in schools. The certification requirement merely makes it less possible to attract diverse talents and experience to education employment.

Recommendation: 7

The practice of having certified personnel re-register their certificates yearly should be discontinued.

Rationale

The only discernible reason for this exercise is to collect the fees that will support some in-service training programs for teachers. The re-registration is not appropriate because a certificate is an initial license issued on the basis of completion of a teacher training program and signifying that the teacher candidate is prepared to begin learning on the job. Surely no purpose is served by having experienced teachers continue to register a piece of paper indicating only that they had received initial preparation.

Recommendation: 8

The State Certification/Program Approval Board should consider separating the Type 10 Special K-12 certificate in the special education fields into K-9 and 6-12 certificates, paralleling those categories governing regular certificates.

Rationale

Given the trends in special education toward placing students in the least restrictive alternative and the cross-categorical and multi-categorical training of teachers, it is becoming difficult for teachers to serve adequately the complex developmental needs of both young exceptional children and those who require vocational training and training to lead independent lives in the community. Consequently, separation of the Type 10 Special K-12 certificate into K-9 and 6-12 certificates would better enable teachers to master the particular developmental needs of children falling into one of the two proposed grade ranges.

Recommendation: 9

The Certification/Program Approval Board should consider expanding the present Type 02 Early Childhood Certificate into an Early Childhood-Primary certificate.

Rationale

Since the concept of Early Childhood Education has been defined as encompassing a developmental period ranging from birth to age eight, expanding the present Early Childhood Certificate to include the primary grades would provide prospective teachers with the knowledge and skills necessary to serve with a greater degree of continuity the educational and developmental needs of young children.

Recommendation: 10

The Illinois Office of Education should be encouraged to continue its dialogue with the Chicago Public Schools in attempting to create a single certification system in the state. Every effort should be made to phase out the Chicago certification system in a manner that will not disadvantage teachers who hold only the Chicago certificate.

Rationale

Eliminating Chicago's separate certification system would (1)

establish a single state certification system with licensing requirements standardized throughout the state; (2) provide teachers in downstate Illinois and Chicago with greater mobility in seeking employment opportunities; (3) increase the pool of teachers available for employment consideration by the Chicago Public Schools; and (4) bring Chicago into accord with the other 1027 school districts in Illinois in separating the licensing or certification function from the decisions about employing personnel. The fourth point was, in the Task Force's eyes, the most significant as it extended the emphasis on distinguishing between certification and employment decisions discussed in Part 1 of this Chapter. In no way is this recommendation meant to attenuate the vigorous examinations program now used by the Chicago Public Schools to determine eligibility for employment. The Chicago Public Schools would continue to use the tests to determine employability, but those tests would no longer be the basis for awarding the certificate.

Recommendation: 11

<u>At this time, mandating a fifth year of educational experience as a condition of earning or renewing the teaching certificate is premature</u>.

<u>Rationale</u>

Aside from the habitual reaction that, in matters educational "more is better," little evidence exists that a "fifth year" of training increases the effectiveness of teachers. Nor has any agreement been reached as to the proper configuration that requirements beyond the bachelor's degree should take: Should a master's follow the baccalaureate immediately, or should the teacher have five or seven years in which to gain the extra year's credit? Indeed, there seems to be considerable confusion as to whether a fifth year is to be developed as part of a pre-service program or as a function of in-service training.

As yet no evidence seems to support the idea that sufficient preparation to begin teaching cannot be gained in a four-year program. The first line of effort should focus on making the four-year programs more efficient rather than mandating an expensive fifth year to make

up for deficiencies that could be eliminated by careful planning of the four-year program.

The educational profession is far from a decision on the most effective ways of providing in-service training. Further schooling is only one possible means of fostering staff development. Considerable experimentation and pilot-testing of alternatives need to occur in this field before any mandates are appropriate.

What experience does suggest is that required in-service experience is less likely to be successful than that which the teacher pursues voluntarily. Requiring in-service experience as a condition of employment or re-employment or recertification may defeat the purposes which it is intended to serve.

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CHAPTER III ACCREDITATION/STATE PROGRAM APPROVAL TASK FORCE REPORT

Part 1 Introduction

What are the purposes of a national voluntary professional education agency?

What are the purposes of a state program approval system?

Are there significant and distinct purposes for each? What functions will each perform? Who should decide? Who will benefit?

These are the central questions that the Illinois Policy Project Task Force on Accreditation/State Program Approval was charged with addressing. A salient factor, as noted in Chapter I, is the degree of dissatisfaction, both public and professional, with current teacher (and other school professional) education programs. Teachers often view their training as something to be endured rather than as a useful and practical experience. Hence, teacher educators, over the years, have initiated changes and improvements in the quality of preparation programs. Yet, the question still remains: Is there a need for some externally imposed mechanism for quality control and improvement stimulus? If so, what organization(s) should provide it: the state governments and/or a professional association? This chapter documents a need and rationale for participation by both.

The Task Force determined reasons for mandatory state program approval and voluntary accreditation of professional education, then turned to the question of how external agencies best serve as monitors of institutional progress. This chapter describes the recommended functions and indicates who will benefit from both state program approval and national accreditation.

Information Validating

The accrediting of schools, colleges, and departments of education in the nation's institutions of higher education and the approving or recognizing of programs that prepare professional educators are essentially information validating processes. The source of the information to be validated is the educational institutions themselves, which claim that they are conducting acceptable programs for the development of professional educators. Verification through monitoring and evaluative procedures is carried out by voluntary national or regional accrediting organizations and by state education agencies or their delegated agents. For the purposes of this report, accreditation refers to peer-based* review of programs offered by professional schools, colleges, and departments of education. Program approval refers to the state system of reviewing professional education programs for the purpose of granting certificates or licenses to their graduates.**

Program Approval

Program approval in Illinois currently recognizes that the higher education institution has adequate resources and supporting services to sponsor and conduct teacher training programs, and grants approval to at least one teacher education*** program, such as elementary teacher education, secondary science teacher education, or educational administration. In Illinois, state statute places the responsibility for certi-

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* The peer group referred to here includes a full range of professional educators operating within the system of development programs for professional education personnel (that is, teacher educators, university and school-based teachers, researchers, administrators, support personnel, and others).

** This is sometimes referred to as an "entitlement program" wherein graduates of approved programs become entitled to receive a state license to teach, administer, etc., in the public schools. See the Glossary of Terms.

*** The term "teacher education" means all professional education preparation programs for school personnel.

fication and program approval on the State Board of Education and the State Teacher Certification Board. Program approval criteria and standards currently in use are considered as the minimum acceptable requirements.[1] A college degree with an appropriate concentration in teacher education is accepted as evidence that the graduate has completed an approved course of study. Since institutions do not control teacher behavior following graduation, the institution cannot attest to student ability to perform well as a classroom teacher.

Training institutions may, however, be required by the state or accrediting agency to make follow-up assessments of a sample population of their graduates, studies that could provide useful information in program development.

Teaching contexts and those who learn are diverse and knowledge of what constitutes competence in teaching is limited. The program approval path to certification can provide interested employers and education clients only with the information that certified teachers have been exposed to, and have successfully completed a program of instruction designed to prepare them for teaching. In light of these limitations, the Task Force dealt primarily with program criteria and standards considering the assessment of teacher performance to be the responsibility of local education agencies.

Accreditation/State Program Approval: Are Both Needed?

The Task Force began its inquiry by attempting to determine: (1) whether there were important purposes served by both state program approval and accreditation; (2) whether identified purposes were significant enough to create a need for separate (state and professional) agencies to perform approval functions; and (3) whether a need exists for collaboration by accrediting/program approval agencies. Parts 2 and 4 of this Chapter discuss the purposes and rationale for state program approval and voluntary professional education accreditation.

The purposes identified for state program approval and accreditation are sufficiently independent that a rationale for using both is advanced. To give one example, an accrediting agency must examine the full range of activities performed by the institutions being reviewed,

whereas a state program approval unit is concerned solely with the approval of those program areas that train school personnel who are subject to certification. For another, institutions that train professional education personnel are also interested in non-governmental advocacy, expecting an accrediting agency to speak out on their behalf; but this advocacy may be antithetical to the state's attempts to curtail the growth of higher education. The accrediting agency's broader mandate highlights the need for professional education development beyond the training required for personnel working in schools (examples would include teachers in colleges and in non-school settings, researchers, pre-school and adult educators). This need would not be publicized by state agencies interested in cutting back the number of schools, colleges, and departments of education in the state. Further, states are primarily concerned with approving programs for teaching positions within their borders, whereas the accrediting agency may be more willing to deal with problems of professional need on a national basis, particularly important to institutions preparing personnel for a broad geographic area. The accreditation system is also charged with stimulating improvement in professional education and, again, this may not be in accord with a state program approval unit's goal to reduce the number of programs. Thus, the Task Force concluded that the regulatory role of a program approval unit was incompatible with the program review and improvement functions and the advocacy position of the accrediting agency.

Philosophical/Societal Issues

An issue involving social and philosophical concerns that has been debated among educators and their publics for centuries relates to whether schools should be socializing agencies for the dominant social system or should provide stimuli for progressive movement within the society. These questions, of course, reflect changes in our societal value systems. Such ideological and social factors temper, in varying degrees, the criteria used in the evaluation process for program approval. The Task Force, though it does not make recommendations for specific criteria, recommends that basic assump-

tions and unquestioned values be challenged and hidden agendas disclosed in the forum that decides which criteria and standards are to be used in program approval.

Teaching Technology Issues

Another equally value-laden issue relates to technique and style in teaching. These are professional concerns about the "right" teaching approaches. At issue are traditional versus contemporary teaching methods and the debate over whether there are such things as generalizable teaching skills useful in all contexts, or whether diverse skills are necessary for diverse contexts (or even for differing situations within the same context). Questions concerning teaching as science or art also arise. The knowledge vacuum regarding effective teacher characteristics described in Chapter I not only limited the Task Force in its recommendations on program approval, but also continues to limit the formulation of policy in various areas. In the Task Force's opinion, more research and analysis are essential before generic teaching behaviors can be identified (and it may be unreasonable to assume that such behaviors even exist). At present, policy formulation must rely on reasonable assessments of a necessary relationship between components in a training program and the actual work of teaching. This topic will recur frequently throughout the chapter.

Governance Issues

Finally, governance issues arising in a state program approval system, as Chapter I details, involve contentious questions of control, criteria determination, and due process considerations for individuals or institutions being denied certification or approval.

In view of the foregoing, the Task Force concluded that despite certain similarities, important distinctions remain between voluntary national professional education accreditation and state program approval for purposes of certifying professional educators. The underlying principle behind accreditation is a peer-based review that examines the nature of professional education programs. The basic purpose of state agency program approval is the protection of the

public interest in licensing education personnel.

Licensing and Program Approval

Even though states attempt to protect children from incompetent and ill-prepared school personnel through licensing, such arrangements in Illinois work imperfectly. As noted earlier, teaching and administrative certificates in Illinois signify that the holder has completed an approved program of instruction at a recognized institution, but little else. Under present circumstances teachers may be certified after taking courses from a number of institutions over varying lengths of time and then presenting their transcripts for review by the state. This option which is being challenged by the Certification Task Force recommendations (see Chapter II), indicates that current practices are failing to achieve basic purposes. Although some educators have recommended that the "medical model" of professional licensing be applied to teacher certification, the differences between teaching and the practice of medicine point up the difficulty in applying this approach to certification. The medical model deals with advanced, specialized training and periodic re-certification of competence as judged by peers. If teaching certification is to denote some "level" of competence, it must be based on validated skills. Yet, as George Arnstein notes:

> Teacher education is not a science, since we do not know how to describe in usable detail a competent teacher suitable for certification. Similarly, we can not establish meaningful cut-off points to justify certification or refusal of a certificate.[2]

In the accreditation process, similar assessment difficulties are encountered. Proxy measures often have to be used because there are not validated indicators of quality. These proxy measures may be assessments of professional development characteristics rather than evaluations of the process outcomes of such development. For example, accrediting evaluations may determine the adequacy of the faculty by assessing their educational background. It is assumed that the more education a faculty member has had, the more likely it is that he/she

will perform in an adequate manner. The problem for accreditation is, in some ways, more difficult than that of the state because of its broader review responsibilities.

Collaboration: State Program Approval and Professional Accreditation

The functions of program approval and accreditation are similar in terms of evaluative processes and assessments. Where they differ is in the interpretation and use of the assessment findings and the degrees of acceptance. With this in mind and in order to avoid duplication of effort and waste of valuable resources:

> Recommendation: 12
>
> Collaboration between state program approval agencies and the national accreditation agency can and should occur during program monitoring and review.

The Task Force recommends similar processes for both accreditation and program approval. It is clear that cooperative efforts would increase the cost effectiveness and efficiency of evaluation procedures for both systems without imposing constraints on the use and interpretation of information gained through review efforts.

By continuing both voluntary national accreditation and state program approval, a useful cross check on the functioning and standards of each is obtained. Moreover, if only a national system existed, it would find itself overwhelmed in attempting to evaluate and monitor the approximately 1370 institutions that are currently involved in preparing educators. For the sake of efficiency every effort must be made to reduce overlapping functions and procedures in order to obtain the high level of collaboration that is recommended here.

Evaluation of Quality

A fundamental need recognized by the Accreditation/State Program Approval Task Force was for valid operational criteria and standards that can be used by both accrediting and state program approval agencies. Therefore, the Task Force makes the following recommendation,

applicable to both systems:

Recommendation: 13

High priority must be given to the delineation of quality indicators (criteria) and program descriptors for professional education which are subject to use by national voluntary professional education accreditation and state teacher (and other school professional personnel) education program approval systems.

Rationale

This recommendation should not be taken to mean that no indicators of quality exist. Many pertinent criteria may already be at hand. Despite the differences in and shortcomings of some currently applied criteria, all such measures need not be rejected as totally useless. The need is to start with a review of available criteria and then improve them. The Task Force is making no specific recommendation with regard to what criteria and standards would be incorporated in the delineation of quality indicators.

Recommendation: 14

Any quality indicators should be validated* before they are included in the criteria necessary for accreditation and/or program approval.

The validating requirement of this recommendation raises several critical questions. How can performance criteria be validated or standards established for each criterion? The Task Force, limited by time and the state of current knowledge was unable to determine which present or proposed criteria have been validated on the basis of an established relationship to work performance. In fact, the recommendations concerning the accrediting and program approval processes may be limited because specific standards upon which institutions can be normatively evaluated may not exist. Evaluations can indeed be performed, but without valid quality indicators, accrediting and program

*Validation should be on the basis of a reasonable relationship between the standard and intended future work for which the education is designed (see "The Legal Issues" in Chapter I).

approving assessments will remain process evaluations of the discrepancy type. For example, the current accrediting assessments are mainly validity checks to determine whether an institution is performing along the lines of self-made claims in catalogues, reports, and public statements. Where normative evaluations are attempted, only vague standards stated in general terms can be applied to the criteria. The following is an example:

> Standard 1.3. PRACTICUM. Standard: The professional studies component of each curriculum for prospective teachers includes direct substantial participation in teaching over an extended period of time under the supervision of qualified personnel from the institution and the cooperating school.[3]

Little support is given to the evaluator who must determine exactly what is meant by "substantial participation" and "extended period of time" or the extent to which the training institution is providing for them. There is evidence to support the value of the clinical experience cited, but it can be assessed only through process evaluation. Quality indicators dealing with process, rather than products or outcomes, dominate accrediting and program evaluations. The "Research Issues" detailed in Chapter I, outline the problems in applying outcome evaluations to determine program quality. While assessments of the traits of a graduate completing an approved program may be feasible, there is no evidence by which to determine what traits should be tested assuming first that validated traits must have some validated connection to teaching or other professional education work . On-the-job assessments, as previously mentioned, provide little of value in establishing an institution's quality.

This does not imply that improvement is impossible in the evaluations of institutions and specific professional education programs. It is likely that accrediting and program approval evaluations will continue to be based on assessments of characteristics and process. The criteria and standards used in such evaluations, however, can be reasonably associated with work responsibilities. As research progresses and more informed judgments come forth, the accrediting/program approval procedures will improve. It would be inappropriate

to attempt to mandate specific behaviors expected of professional education graduates. Research is only beginning to disclose teaching skills that may be generalizable, and those skills require different behaviors for different situations.

Task Force recommendation #14 directs the state agencies and the accrediting body to apply current studies as helps in establishing that there are at least reasonable connections between current process criteria and the work to be done by the professionals being educated in institutional programs. As noted in Chapter I, the courts require a test of reasonableness for establishing criteria and standards of performance for students wishing to complete a program and receive certification. Possibly several of the current criteria may have to be eliminated or refined in order to meet that test of reasonableness. It is, at minimum, imperative that evaluation agencies and training institutions alike make job assessments in order to determine the training needs for specific professional education work. Several studies currently underway should provide valuable support in that effort. The Task Force also recommends that there be ongoing assessment and review of the quality indicators employed in external evaluations. That is, it should be the first priority of any accrediting agency/state program approval unit to review continually the criteria and standards under which it operates and to make an effort to improve the techniques used to evaluate institutions and programs.

Although the Task Force makes no specific recommendations regarding the substantive nature of appropriate quality indicators, several areas that should be explored for possible use were suggested: (1) student selection and retention processes, (2) faculty preparation, (3) program facilities, (4) financial resources and allocation, (5) material resources, (6) geographic location (both campus and field), (7) provision for and supervision of clinical experiences for students, (8) relationships with in-place (field based) professional educators, (9) quality of pedagogy, (10) diversity of faculty, (11) diversity of clinical experiences and training, (12) achievement levels of students, (13) student counseling procedures, (14) placement of graduates, (15) motivation of students and faculty, (16) leadership/administration of programs, (17) graduates' success.

It is not suggested that all areas or any specific items listed above should be taken into account, but rather that they should be reviewed in light of goals and available knowledge. The review should include an analysis of research on teaching effectiveness currently underway (such as The California Beginning Teacher Evaluation Study), in order to help identify useful criteria and point out limitations in the present state of knowledge about the validity of current criteria and standards.

Although the Task Force strongly recommends the exploration and testing of alternatives to present quality indicators (the appropriate mode of operation when no empirically valid indices are available), it also recognizes the continued need for discrepancy evaluation. The external validation of internal institututional claims is a critical function of state program approval and national accrediting systems. As noted at the outset, accreditation is basically an information validating process. The accrediting/program approval agency is the intervening monitor between the possessor of information and the market that needs it. Prospective teachers and other professional education students, prospective employers, and certifying bodies, are among the groups in need of accurate information about training institutions. External evaluations by accrediting and program approving agencies provide needed checks on the authenticity of the institutional claims.[4]

The problem of identifying the standards that relate to the accreditation and program approval processes is confounded by the diversity in institutional mission and type. The state may have a legitimate need to apply common criteria for those programs preparing certifiable school personnel; at the same time, the national accrediting agency must review a broader range of activities performed by the education unit. Harold L. Hodgkinson forces the question of specifying the reference group by which institutions are compared.

> Do all institutions currently accredited form the reference group? Or, is it based on the current candidates for accreditation in terms of who are the best and who are the worst?...The solution is relatively simple but difficult to implement. The evaluation agency should be required to specify the individual or group with which the person's or pro-

> gram's or institution's performance is being compared. It may sound like a trivial requirement, but if it were set, it would cause a major revolution in the application of higher education standards.[5]

Applying criteria as though institutions with professional education programs were formed in a monolithic mode seems both inappropriate and simplistic. Clark and Guba[6] for example, have developed a categorical system for identifying schools, colleges, and departments of education based on institutional type: (1) level of highest degree offered (doctorate, master's bachelor's); (2) type of control (public or private); and (3) type of campus (main or regional). They also categorize institutions by priority of mission: teaching, research, or service.

Recognizing diversity among professional education programs represents one of the policy issues that is dealt with in the following recommendations. Distinctions are made between various purposes for accreditation and program approval, and processes are outlined for each system. The governance issue is dealt with for program approval; however, control questions for accreditation are taken up only in broad terms. Again, the limitations of time, state of the knowledge available, and financial resources should be noted. The recommendations should be viewed as formative.

Part 2 Recommendations and Their Rationale for: National Voluntary Professional Education Accreditation

Recommendation: 15

The Task Force on Accreditation/State Program Approval recommends the existence of a national voluntary professional education accrediting agency. This agency should operate cooperatively with state program approval systems and regional institutional accrediting bodies; however, a separate accrediting agency must operate to fulfill its basic goals which are distinct from other approval/recognition systems.

Professional education includes all aspects of the educational system for the continuous development of education personnel (initial and continuing education that is institution-based).

Recommendation: 16

The Task Force recommends that the accrediting agency review all of the activities related to the professional education unit (school, college, or department of education) in institutions of higher education. Such activities may include teaching, research and service as defined by the mission statement of the accredited (or those seeking accreditation) institutions.

Activities under review include and, where appropriate, go beyond the training programs for elementary and secondary school personnel. As noted in Part 1, national accreditation is charged with reviewing the education units themselves and not just the teacher education programs of those units. The diversity of institutions and extent of their activities vary according to mission and type. The national accrediting body should review all of a unit's component parts, whereas state program approval agencies are limited to activities for the preparation of certifiable school personnel.

Task Force Goal Recommendations for Accreditation

General Statement of Purpose

Recommendation: 17

The accrediting agency must provide a viable means for professional educators to develop and maintain quality controls for schools, colleges, and departments of education. There is an urgent necessity for the peer group professional educators to exercise their leadership while working cooperatively with government bodies and institutional accrediting (regional) agencies. Quality control criteria should include a full range of instruction, scholarship, service and other professional development activities performed by SCDE's while respecting the diverse mission of each institution.

Rationale

Chester Finn[7] notes the growing pressure from federal agencies to encourage (and in some cases force) accrediting bodies to respond to the consumer protection needs of students and to public protection of taxpayer interests being abused in some cases by postsecondary institutions. The U. S. Office of Education's proposed legislation[8] and William R. Hazard[9] further articulate the increasing threat of direct governmental supervision of and recognition for postsecondary institutions. Lindley J. Stiles[10] indicates that states will take a stronger role in the recognition of professional education programs for school personnel. The responses to such pressures will be made by institutional accrediting agencies and state program approval systems; therefore, professional educators must determine whether there is a basis upon which professional education accreditation must be set.

That basis does exist because of the need for leadership exercised through the application of available scholarship, valid and reliable research findings, and a collegial interchange of ideas. Thus, the Task Force recommends that a peer-based professional education accrediting system step beyond the boundary of governmental interest to review activities performed by faculty, administration, and other students/scholars operating in schools, colleges, and departments of education. Accreditation of professional education programs must cover

those designed for school personnel, but when the mission of a school or college of education is broader in scope, the review must also be broader. Any institution that operates professional development programs that come under the review criteria (that is, programmatic operation or degree programs rather than individual courses or institutes) should be eligible for accreditation. A programmatic operation involves a professional development process designed to achieve stated objectives. These objectives must be reasonably related to a given type of education work, such as teacher, scholar, researcher, administrator, student personnel worker, etc.

As noted in Part 1, the accrediting agency is expected to use the evaluative information from the accrediting process in an advocacy role on behalf of the institution. The quality control mechanism of accreditation provides for a non-governmental information validating system. This system serves to authenticate statements made by institutions about their professional education programs. No other external institution exists to play this role for the full range of professional education activities in institutions. The peer base of the accrediting body will allow the priorities and appropriate knowledge of the education professions to be applied to quality control for professional education. State and federal agencies are more constrained by the political climate of knowledge and beliefs which limit how applied research affects public policy, according to Cohen and Garet.[11] Although there are various political factions within the education community, the accrediting body must be able to deal with intra-professional disputes when developing accrediting policy. The professional character of accreditation is the distinction that provides reason for its existence. Public input should be sought as a much needed resource, not as a controlling force.

Goal Recommendations

In order to ensure the viability of the accrediting system, the Task Force recommends the following goals.

Recommendation: 18

The accrediting agency must establish a peer review, quality control and information validating system for professional education units within institutions of higher education.

Rationale

As mentioned above, a distinction that sets accreditation apart from program approval is the peer base by which institutions are assessed for recognition. Therefore, accrediting tasks should be performed by professional educators because of their specialized knowledge and expertise. The accrediting system is the forum in which members of a profession can make judgments about training programs and professional development units within higher education institutions. Such decisions should draw upon the most appropriate and valid knowledge base, criteria, and standards without the imposition of government, lay public, or other interest group standards of judgment. This does not imply that the accrediting agency should not seek advice from other appropriate interest groups. It should be clear, however, that such advice should not dominate sound professional judgment based on the most persuasive scholarship and research evidence.

The development and maintenance of quality controls for accreditation should be based upon the quality indicators and standards called for in Recommendation #17. Quality indicators, once verified by the reasonability test of a relation to professional work, should be rigorously applied in the evaluation/accrediting process. Leadership and decision making responsibilities are the domain of the professional development personnel.

The accrediting system must also carry out, as part of its institutional monitoring process, discrepancy evaluations in order to verify the information claimed by each institution in data it generates, program description, and performance testimonials. This function should remain as an integral part of the accrediting process. Assessing the discrepancies between actual and advertised performance not only provides the public with information about institutions, but also

provides institutions with a check on their perception of themselves.

Recommendation: 19

The accrediting agency should support diversity in professional education programs.

Rationale

As noted, there is no commonly agreed upon technology of teaching and thus no commonly agreed upon technology for teacher training. There is no common body of knowledge that ties a single teacher education programmatic thrust to a common set of outcomes. Professional education is then viewed as either formative as it seeks a common technology through the use and evaluation of a variety of processes or, perhaps more appropriately, purposefully diverse in order to provide students with a variety of educational experiences for a variety of situations. No evaluative criteria should act as prescriptive measures designed to promote sameness in professional training when current knowledge supports the need for diversity. Different skills are needed in different performance contexts, with different groups of students, and for different subjects. A common training format demanded of all professional education institutions would be counterproductive.

One difficulty with the various studies concerning teacher effectiveness made in recent years (see Chapter I) is that according to the researchers' differing disciplines, the variance of perspective they exhibit has yet to be synthesized and analyzed. Still formative, these studies as yet show little pulling together of outcome results that would provide either public or professional policymakers with a neat list of indicators for judging teacher performance. A fundamental principle of applied research is that, when results are inconclusive, an experimental/replication approach is called for.

Even if a common set of necessary teaching skills were identified, there may be multiple ways to develop those skills. With these thoughts in mind, the Task Force recommends that the accrediting agency allow for and encourage diversity in approaches to training

prospective teachers and other education personnel. Good, Biddle and Brophy provide an optimistic appraisal of the future of research on teaching. Their comments, nevertheless, indicate that "dependable knowledge" is yet to be established.

> Recent research marked by increased methodological sophistication has begun to link variance in teaching behavior with variance in student performance. Process-product research studying teachers of known effectiveness in naturalistic classrooms has already identified a number of interesting process-product relationships. In time, as this research matures and is clarified by experimental studies conducted in classrooms, a pool of dependable knowledge will be established (emphasis added).[12]

The Task Force recommendation is to rigourously apply validated standards to the institutions while respecting and supporting the diversity of their mission and character. This seems to be one of the quandaries of the education profession; just how do we apply standards and allow for diversity at the same time? The intent of the Task Force is that the criteria used for program evaluations be limited only to those that can reasonably be associated with prospective work performance. All other characteristics of the institution and its method of training should be assessed by discrepancy evaluations, but the accrediting agency should study and evaluate the effects of these alternative training methods.

Current finding supports not only the need for interinstitutional diversity, but also for diversity within an institution training prospective teachers. The California Beginning Teacher Evaluation Study's preliminary findings indicate that prospective teachers may need to learn multiple strategies to apply in different learning contexts and for different learning requirements in the same context. Marjorie Powell reports:

> One thing which appears to be clear from several research projects is that teacher behaviors which are related to student learning in reading are different from those which are related to student learning in mathematics....Within a curriculum area such as reading, the teacher behaviors which are related to student learning of word attack skills...are different from the teaching skills

> which are related to student learning of comprehension skills.
>
> The teaching behaviors which are effective for one set of students may be less effective for another set of students...(e.g.) indicate(s) that different teacher behaviors are related to achievement by different students of different socioeconomic groups....[13]

A comparison of the optimism indicated by Thomas L. Good, et al. and the complexities implied by Powell highlight the need for continuous testing of alternative teacher education structures and technologies.

The recommendation, differing from both current accrediting and state program approval processes, that accreditation assess the full range of professional education activities performed by the education unit further indicates the need to respect diversity among those units. The type and mission of the school, college or department of education should be taken into account prior to any accreditation review. As noted in Part 1 of this Chapter, Clark and Guba (1975) and Hodgkinson (1975), detail the diversity in higher education institutions and their educational units. Additional typologies can be formed, for example, by geographic location (urban/rural/others), nature of student population, service functions, and so on. Thus, the institutional program descriptors are fully as important as the quality indicators that the accrediting agency has been charged with identifying. Therefore, the mission and objectives of the participating institution should be used as a specific criterion for reviewing that institution.

The national accrediting agency is also in a position to review experimental programs and institutions that operate across state lines: external degree programs, clinical experiences in different states, interinstitutional consortia, interdisciplinary programs, and so forth. State program approval units are limited to in-state program reviews and modest communications with other states which operate under similar limitations. Training and development organizations functioning in regional centers are often left unevaluated. The Task Force feels that these programs, often accused of being diploma mills,[14]

must be subject to the accrediting process.

Recommendation: 20

The accrediting system should serve to promote the improvement of professional education programs.

Rationale

Through accreditation the accredited institutions (or those seeking accreditation) should be stimulated to enhance their professional education programs by means of the recommended ongoing self-analysis and review. The accrediting process (the Task Force's recommendations are in Part 3) provides for alert self monitoring, program description updating, and public reporting. These means should reveal any need for improvement in the institution's own missions and public claims of program description, or in accordance with the limited normative criteria and standards for accreditation. If it has not tried to improve, then accreditation must be revoked or denied. The institutions would be able to respond to such action by presenting a corrective plan and requesting a future accreditation review when appropriate changes had been made.

The literature on accreditation raises questions with regard to the accrediting agency's ability to uphold normative requirements and still encourage improvement. Daniel E. Griffiths argues that current accreditation standards are applied like "rubber rulers" with varying degrees of subjectivity from institution to institution.[15] The Task Force believes that quality indicators, once established and validated, should be rigorously applied according to the standards provided for each indicator or criterion. Accrediting agents should be able to discriminate between institutions that have accreditable programs and those that do not. With the set of quality indicators normatively prescribed reduced to those that reasonably connect the professional development programs to professional work, arbitrary judgments should be obviated. Improvement will come from the desire of the institution under review to perform up to standards, as well as through the evaluative information gained by the accreditation process's discrepancy evaluations.

Recommendation: 21

The accrediting agency should inform the public regarding results of the program evaluations and auditing reviews.

Rationale

The accrediting agency, through the presentation of findings and recommendations to professional groups and interested publics, can demonstrate that the profession is maintaining quality controls on programs that develop professionals. Therefore, the Task Force recommends that assessment reports, program data and descriptions, and accrediting judgments should be available to the public. There have been recent trends in postsecondary education policy that focus on improving both the quantity and quality of information provided to prospective/current students, public bodies, and interested citizens regarding institutional operations and merits. This open door policy would enhance the credibility of the accredited institutions and provide a significant part of the advocacy function served by the accrediting process.

Additionally, public access to documentary information, self-evaluation/monitoring data, and program descriptions would act as a self-correcting process for institutions and increase the probity of reported data. Knowing that institutionally provided information is public should foster increasing accuracy in reports and documents.

Institutions may be concerned lest public release of auditing or evaluation reports cause unwarranted problems if such reports contain factually incorrect information; hence, they must be given an opportunity to review these reports before their release. If the accrediting agency agrees with the institution that there are errors of fact or interpretation, modifications can be made prior to public review. Provisions for these reviews are included in the accrediting process recommendations, Part 3. In fairness to the institution, the Task Force is also recommending a 30-day "hold-for-release" on all final evaluation reports. During this period no substantive changes are to be made in the report, but the institution will have the opportunity to prepare its response before the report is released.

Recommendation: 22

The accrediting agency should provide for non-governmental representation of professional education interests.

Rationale

A peer-based professional education accrediting agency is in a strong position to act as an advocate for the professional education units in institutions of higher education. The review of programs representing the full range of activities performed by schools, colleges, and departments of education provides a strong knowledge base to enhance this advocacy role. The accrediting agency can accurately represent the current state of the art in professional development, in knowledge production and use, and in service activities. Statements and positions will derive from direct awareness of the needs of professional development programs, capacities within education units and the current state of knowledge regarding the effectiveness of professional education.

Evaluation information would be available to concerned parties and policymakers seeking informed positions from among cost effective alternatives (Levin).[16] No other agency would be in a position to provide data on professional education's activities, successful efforts, productive scholarship, and innovative activities. This data would support the development of legislative programs and the implementation of current statutes. The agency's advocacy efforts would help blunt popular moves to set up federal inspection for higher education.

The information validating process of accreditation thus becomes the basis which the accrediting agency needs to play the advocacy role. If the accrediting system is credible, then so will be the information disseminated by the accredited institutions.

Recommendation: 23

The accrediting system should provide support for an interstate system of certification reciprocity.

Rationale

The relationship of the accrediting agency and program approval units in numbers of states should be characterized by support, cooperation, and where appropriate, collaboration. Accreditation should facilitate state efforts to aid professional mobility through reciprocal recognition of one another's licenses and certificates. Information regarding the quality and nature of programs which prepare prospective professional educators will become more accessible through (1) cooperative evaluations efforts, (2) mutual use of data that critiques quality and describes programs, and (3) open access to evaluation information. Interstate reciprocal agreements regarding professional education certification will operate on a more informed basis through these cooperative activities.

From the collaboration between state program approval and accrediting agencies, strongly recommended in Part 1, state agencies will be kept up-to-date on current knowledge and validated performance criteria. By this means some states have been able to mandate specific structures of professional development--for example, competency- or performance-based teacher education. The sharing of knowledge and program information between accrediting and program approval agencies will provide a more informed base for both public and professional policy in regard to normative requirements and program evaluations.

Part 3 The Accrediting Process

The Task Force recommends an accrediting process designed to implement the information validating and normative evaluation procedures which are the primary functions of accreditation and program approval.* This process is intended to make operational the goals proposed for a national voluntary professional education accrediting system. The following components are essential for accreditation to increase its credibility among participating institutions, members of the education profession, and interested publics.

Accrediting Activities

The Task Force recommends that the professional education accrediting agency should carry out the six activities described below. These activities encompass three procedures: auditing, on-site evaluation, and review by jury.

The accrediting agency should:

Recommendation: 24

Delineate a set of quality indicators and program descriptors.

Quality Indicators

Once criteria for program/institutional quality and standards for each criterion have been subjected to the validity test they should be published for all interested parties to critique. The validity for each quality indicator must be based upon an analysis of each accreditable program. That analysis must include a review of expected outcomes that cut across particularities of institutions participating in a certain aspect of professional development. Although each institution operating a training program for a common type of work may have a relatively unique mode of education and training, they all must pro-

*A similar process for state program approval is detailed in Part 5 of this Chapter.

vide for that training through the use of certain educational resources. For example, training educational administrators may require that management practice is to be learned in a variety of settings. The indicator(s) might include practica, course content, simulation experiences provided by the institution (alone or in cooperation with other institutions).

This recommendation rests upon the assumption that criteria and standards have been established and a continuous update/review process is operating in each member institution (see Task Force Recommendation 13 in Part 1 and 18 in Part 2). Quality indicators should be limited to those criteria that have a sound rationale, agreed upon standards which are reasonably related to desired outcomes, and are capable of being assessed. Instruments of techniques of measurement must be agreed upon for use in the evaluation identified quality indicators.

Program Descriptors

Institutionally generated program descriptions can be broader than the quality indicators. At its discretion, the institution can submit both objective and subjective information; however, data collected must be limited to what is germane to the normative requirements established for specific programs. Considerable effort should be given to eliminate information unnecessary to the accrediting process needs. This would exclude information not associated with evaluation criteria or superfluous data of little benefit in the event of a discrepancy evaluation.

Recommendation: 25

Maintain and continuously update a quality indicator and program description data bank.

A data collection file or bank would include qualitative and quantitative information related to the quality indicators and standards, objective and subjective program descriptions, and other relevant information provided by the institution seeking initial or continued accreditation. Such information must be limited to that which

is useful to accrediting personnel for auditing or site evaluating functions. A reporting instrument would be developed for institutions to use in keeping the data current. Once an institution has data on file, yearly reporting would represent a minimum obligation for review and revision of information. Yearly reports would include any changes in program description or updates on quality indicator information. If there are no such changes, reports would simply indicate that approved levels were being maintained. There would be no need for massive self-studies generated for the purpose of a periodic review. New programs or institutions requesting accreditation for the first time would have to supply data covering a three year period prior to a review. This would allow the accrediting agency to assess the institution or program over a stable period of operation. All institutional information stored in the data bank is considered to be in the public domain. Any interested party may review or copy (at his own expense) this data.

In order to facilitate a cost effective program review, the accrediting agency should explore the possible sharing of information with state program approval agencies, including provision for gathering, storage, retrieval, and dissemination costs. The institution itself would have only one reporting responsibility. Additional reporting might be requested because of specific informational needs of either the state or the accrediting agency. Since the accrediting mission is broader than approval, it would require additional data covering professional education for non-school settings.

Recommendation: 26

Maintain an institutional auditing process operated by a cadre of trained auditors skilled in the analysis of quality indicators and program descriptor information.*

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*Again, possible cooperation should be sought with state program approval agencies. Sharing costs of auditors and the benefits of their reports would greatly enhance the cost-effectiveness ratios for accreditation, state program approval and the accredited institutions.

These auditors would be considered employees of the accrediting agency which might wish to avail itself of individuals on sabbatical or administrative leave from institutions of higher education, research centers, and the like. To avoid creating a staff of permanent auditors, which could become bureaucratic functionaries, it is recommended that the hiring of auditors be on a rotating staggered system. The auditing functions would include: an analysis of data, evaluation of information, on-site data collection and analysis when necessary, and reporting the results of the analysis.

The auditor would have two options when reporting to the governing board of the accrediting agency: an approval of the program for continued accreditation, or a recommendation for further evaluation by an on-site evaluation team. The full auditing process would be:

(1) The auditor reviews institutional information sampled from the data bank and determines whether there is enough information for a preliminary report; whether further sampling is needed; or whether an on-site audit is called for. The auditor must be satisfied that a preliminary report can be written. The maximum time between periodic audit reviews would be determined by available resources. Additional reviews may be called for when institutions submit major changes, additions, and/or deletions in the available data.

(2) The auditor makes a preliminary report to the institution.

(3) The institution responds to the preliminary report, noting any inaccuracies, issuing any challenges, or providing additional information.

(4) The auditor verifies the data in the institutional response, seeks further information, including a site review when necessary, and prepares a final audit report to the governing board.

(5) The governing board reviews the audit report and recommends initial or continued accreditation, or a site visit evaluation. Note that denial or revocation of accreditation cannot be based upon the audit report. If accreditation is continued, the audit report is included in the institution's data file and becomes part of the public domain.

Recommendation: 27

Conduct on-site evaluations by highly qualified evaluation teams when recommended by the governing board, upon the advice of an auditor, request of an institution, or periodic schedule.

On-site evaluations must combine discrepancy evaluations and normative assessments based on quality indicators. Individuals selected for the evaluation teams should be professional educators from the professional development arena who have received additional training in site evaluation procedures.* They must have access to accrediting information about the institution and the auditing report and must know the criteria and standards applicable for initial/continued accreditation in the case under review. Site visit evaluations occur when:

(1) The governing board recommends a site evaluation based on an auditor's report that data sampling and audit evaluation techniques were inconclusive or that there seemed to be important discrepancies between the actual practice and program description or between institutional practice and minimal standards of performance;

(2) An institution requests accreditation for a revised, innovative, or restructured program or unit; or

(3) A periodic schedule of institutional visitation prescribes an on-site evaluation. It was the Task Force's recommendation that periodic reviews by visiting teams should be continued for the purpose of improving institutional programs; however, institutions may provide alternative self-improvement processes that would eliminate the need for site reviews. In any case, no self-study prior to site reviews would be needed since the institutional reporting process provides adequate data.

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*Skill development should include training in observation, structured interviews related to standards, data analysis, etc.

Recommendation: 28

Operate a decision-making process, based on team reports and available data, designed to ensure institutional due process, increase credibility of the accrediting system, and support institutional improvement.

The team report would include a recommendation to grant, continue, or deny accreditation for each program under review. Recommendations to deny accreditation should name the specific criteria or standards in which the institution was found inadequate. The team report would go to the accrediting agency's governing board and the institution and into the data bank. The governing board would either continue or discontinue, grant or deny accreditation. Any institutional response to the decision or the team report would be placed in the data bank which is in the public domain. Institutions would be given thirty days to provide a response before public access would be available.

If denied accreditation, the institution would have several options:

(1) To submit a plan of correction (which would be placed in the data bank) and to request accreditation review at a later time;

(2) To withdraw the program(s) from accreditation eligibility; or

(3) To appeal the denial.

Recommendation: 29

Operate an accreditation denial appeal process which would be designed to assure institutions due process.

Institutional appeals of an accreditation denial would be based on:

(1) Procedural malfeasance of the site evaluation team;

(2) Inappropriate interpretation of the data, such as factual errors or unsupported judgments;

(3) Failure of the team to review relevant information;

(4) A conflict of interest in the decision making group (team or board members).

The appeal would be presented for judgment to a jury of peers selected by the governing board from a list of auditors, site evaluators not on the team, and other professional educators acceptable to both the institution and visiting team chairperson. There would be a "challenge for cause" provision in the selection of the jury.

The team report, audit report, and data bank information would be available to jurors. The team chairperson would present the team evaluation and respond to inquiries by jurors, and the team could also call upon individuals to testify. The institution would be allowed to present testimony, additional data, and rebuttal witnesses. The jury's action is final, subject only to court review. An adverse decision is filed in the data bank with the rest of the information. If the ruling is in the favor of the institution, accreditation is continued and the jury decision is placed in the public record. The jury could recommend further evaluation at the accrediting agency's expense when the appeal process centers on a question of malfeasance or procedural error rather than program substance.

The following diagram provides a schematic model of the accrediting process. (p. 93)

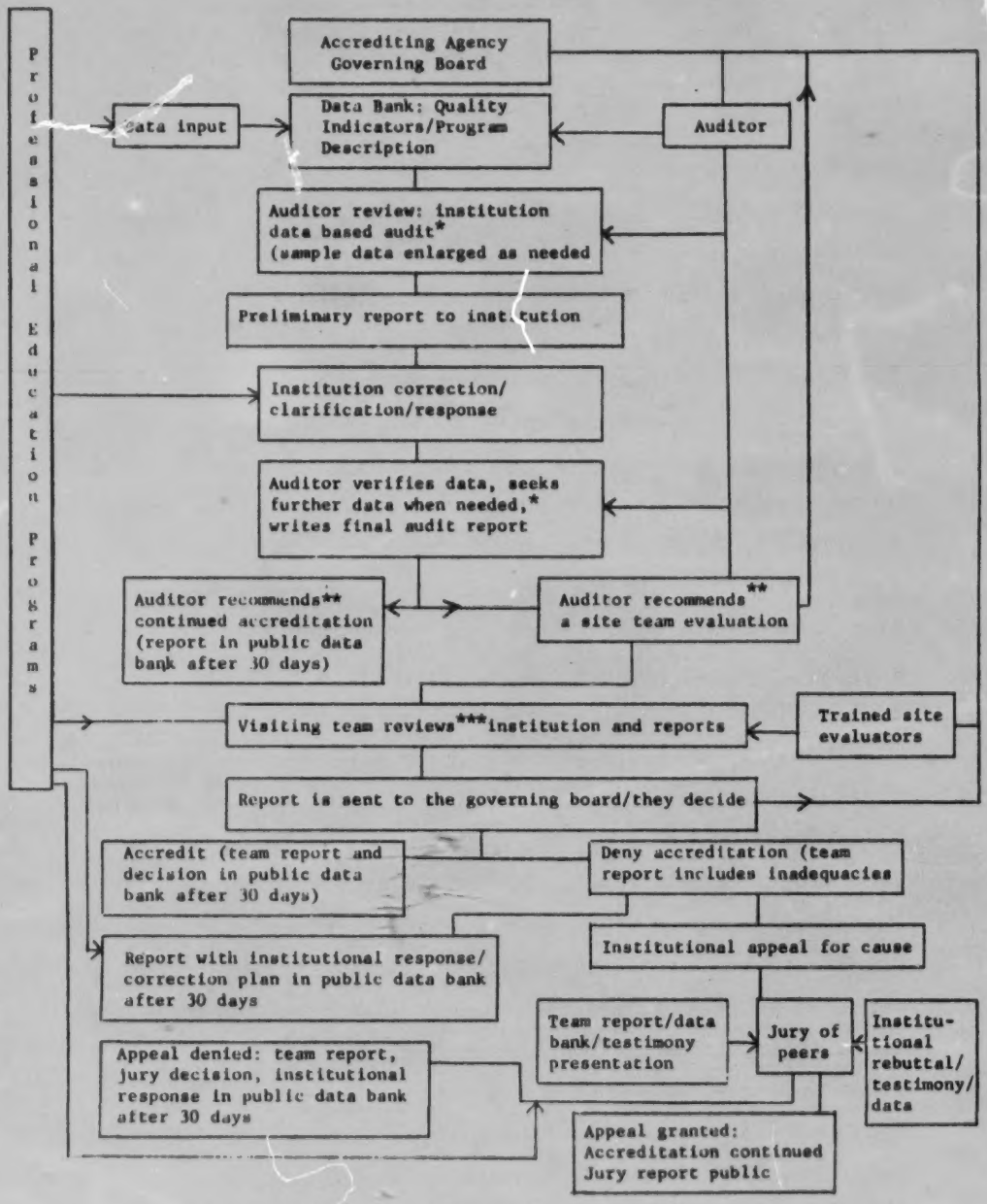
Rationale

The Auditing Process. The recommended accrediting process would improve present practice, provide a fund of data and means for common communications for collaboration among state program approval and regional accrediting agencies, and ultimately reduce the costs of accreditation. The Task Force recommends that the present accrediting agency (NCATE) or some designated accredited institution pilot test the auditing procedures in order to determine cost, work out any unanticipated problems, and propose revisions, if advisable.

Fred F. Harcleroad notes the value of an auditing system for use as an information validating process:

> ...educational auditing has much to recommend it at this particular state of development of higher education. Carried on by trained professional

Accrediting Process Model


Professional Education Programs
Accrediting Agency Governing Board
Data input
Data Bank: Quality Indicators/Program Description
Auditor
Auditor review: institution data based audit* (sample data enlarged as needed
Preliminary report to institution
Institution correction/ clarification/response
Auditor verifies data, seeks further data when needed,* writes final audit report
Auditor recommends** continued accreditation (report in public data bank after 30 days)
Auditor recommends** a site team evaluation
Visiting team reviews*** institution and reports
Trained site evaluators
Report is sent to the governing board/they decide
Accredit (team report and decision in public data bank after 30 days)
Deny accreditation (team report includes inadequacies
Institutional appeal for cause
Report with institutional response/ correction plan in public data bank after 30 days
Team report/data bank/testimony presentation
Jury of peers
Institutional rebuttal/ testimony/ data
Appeal denied: team report, jury decision, institutional response in public data bank after 30 days
Appeal granted: Accreditation continued Jury report public

Explanatory Diagram Key: Accrediting Process Model

* Site-visit data collection or validation if necessary

** Recommendations are given to the governing board for approval

*** Site evaluations are made by assignment from the governing board based on: a) an audit recommendation, b) an institution's request, c) a periodic site visit schedule established by the accrediting agency governing board.

Note: All reports (audit, site evaluation, governing board and jury) are sent to the institution and held for thirty (30) days before being placed in the public domain

> educators, it can be a positive force for improvement. The publication of each institution's audited and certified "Educational Statement" should provide more adequate protection for the institution's consumers or investors and at the same time could help improve public confidence in the institutions.[17]

His term "educational statement" corresponds to the proposed institutional data bank recommended by the Task Force. The more frequent reviews and authenticated information required by the auditing system are considered to be key improvements to current accrediting practices.

Cost savings to the institutions would be realized once the system was operational. Costly self-studies and reports conducted for the present ten-year review would be supplanted by the continuously updated data bank. Auditing would require less time and energy than mandatory on-site evaluations. Start up costs, however, would be significant for both the accrediting agency and the participating institutions, but could be shared through collaboration with state program approval units. Pilot testing the system would enable accurate cost projections to be made. Implementation should be phased in.

Educational program auditing is not a new phenomenon. Many federally funded programs have been reviewed by the General Accounting Office, which has used auditing procedures to assess bilingual education programs and dropout prevention programs among others.[18] Recently the auditing process has been proposed for use by regional higher education accrediting agencies.[19] These recommendations were in response to public pressure to make educational institutions more accountable to the various constituencies that they serve.

Typically, there is a ten-year period between site visits by regional and professional accrediting agencies. This time gap is too long; it is not unusual for programs to be developed, operated and terminated between accrediting visits. Therefore, there is a need to create a cost effective evaluation system to assess institutions on a periodic basis with no more than two or three years gap between reviews of some type.

With approximately 1370 institutions preparing education personnel,

the professional education accrediting agency will need a system that allows assessment without the present exorbitant demands on time and fiscal resources. Institutions (540 professional education institutions are currently accredited by NCATE) have tolerated high costs, in part because the demand for assessment came only decennially. The auditing process, once established, would allow for more frequent review without the concomitant need for developing a "new self-study each time and, in many cases, without the need for on-site visitation. As noted, start-up costs of the auditing system and the data collection would be high. By phasing in the system, starting with those institutions due for an immediate accrediting assessment, the initial costs could be defrayed over a ten-year period. Also, costs could be spread over a wider range of organizations when accrediting responsibilities and procedures are shared with state program approval agencies and regional accrediting (institutional) agencies.

The On-Site Evaluation Team. The continued use of site evaluators is necessary in the accrediting process. The proposed audit system is particularly useful for continued accreditation when monitoring of program performance indicates there is no need for disaccrediting an institution. However, when an auditor identifies problems or finds the available information inadequate, a more extensive evaluation would be needed--both to ensure that accrediting action is based on all pertinent information and to protext an institution's right to due process prior to the removal or denial of accreditation. Site visits have often been poorly used tools of accrediting and program approval systems. The vailability of data bank information and knowledge of indicators of program quality should help clarify the task of site visitation teams. Their assessment roles will be limited to investigation in connection with the normative guidelines prescribed by criteria and standards or to making discrepancy evaluations where auditors have indicated problems.

The Jury System. The informational needs of the various publics that the accrediting system serves are diverse and complex. Institutional programs of instruction, service, and scholarship constitute a wide range of territory for the evaluator. Thus, evaluations must bring forth different types of information before a judgment to dis-

accredit, or deny accreditation to an institution can be made. The auditing system, as noted above, is most effective when institutional information can be validated for purposes of continuing or granting accreditation. Denial is a serious action, for the major purpose of an accrediting system is to validate information presented by an institution to demonstrate that it is performing at acceptable levels (meeting prescribed standards), then a refusal to accredit implies that the information supplied cannot be validated or that the institution cannot perform, under existing circumstances, according to minimally accepted standards. The use of a jury for accrediting appeals allows both the accrediting agency and the institution adequate opportunity to present all relevant information before a disinterested body of peers. Robert L. Wolf, advocating the use of a "judicial evaluation approach," says:

> Currently, it is rare that a free inquiry into all aspects of program alternatives occurs prior to final judgment. The solution may not lie in greater frequency of evaluation efforts or more impressive arrays of technical data, but in more sensible illumination of the alternatives...Broader and more encompassing fact-finding processes are needed.[20]

In Wolf's view, the strength of a hearing system lies in the facility with which facts surface and are cross-checked as evidence and testimony are presented. The Task Force is recommending the use of a jury system because of the seriousness of a denial/discontinuance action by the accrediting agency. Accreditation should not be denied if there is evidence that the accrediting procedures were not followed--if auditors did not review relevant information, or visiting teams were improperly selected or untrained, for example. With a jury, all parties in an appeal have an opportunity to make known all relevant information and to challenge faulty interpretations before a body of peers.

The accrediting process recommended herein is designed to address certain important needs: to reduce costs, increase the credibility of professional education institutions, and provide interest groups with valid information for consumer choices and policy decisions. The goals for establishing the system of peer review for quality control information validating will be achieved only if there is a cost effective

process for accreditation. The proposed system is drawn up to operate in the diverse network of professional education development characterized by the complexities of a human interaction enterprise.

Part 4 Recommendations and Their Rationale for: State Professional Education Program Approval

Recommendation: 30

The Accreditation/Program Approval Task Force recommends that there be a State Program Approval system tied to the certification of teachers and other professional school personnel.

Rationale

There is a need to provide a quality control mechanism over certified school-based education personnel through monitoring and enforcing minimal standards for the institutions that prepare those professionals. The authority for a state-mandated quality control program approval system obtains from the Illinois School Code, specifically Article 21, Section 21 which allows the Superintendent, in cooperation with the State Teacher Certification Board, to recognize teacher education* institutions for purposes of granting certification by entitlement.**

Given past practice and the statutory authority for the State Teacher Certification Board and the Superintendent to act in this matter, this recommendation may seem gratuitous. However, before reaching agreement on it, the Task Force reviewed current practice and alternative courses of action, considering such possibilities as delegating program approval to regional or national accrediting agencies, creating an autonomous certification/program approval board, and allowing program approval functions to be conducted by the Illinois Board of Higher Education. Given the Certification Task Force's recommendation to base certification on the entitlement process (see Chapter II) through program approval, the Task Force's recommendation

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* Teacher education will be used to describe professional preparation programs for school personnel, including teachers, counselors, administrators, for which certificates are required.

**Entitlement is a process of certification whereby individuals completing a teacher education program approved by the state are entitled to receive a certificate to teach. This is a practice used in Illinois and a number of other states.

was a logical extension of this position.

Program approval is too great a matter of public interest to delegate to a voluntary association or accrediting body and too important an obligation of the State Board of Education to delegate to another state body. The idea of having an autonomous agency was rejected because the Illinois Constitution mandates that the State Board of Education must develop policy for Illinois education (see Chapter IV).

Some ambiguity exists concerning the role and function of the State Teacher Certification Board in the certification and program approval process. Clarification is needed as to the responsibility and authority that have been granted to the Certification Board by the Illinois General Assembly; to what extent is the Teacher Certification Board an advisory board to the State Board of Education? Statutory revision, an attorney general's opinion, or interpretation through court action may be required. The Task Force recommendations regarding these issues are found in Chapter IV, The Governing Structure for State Certification and Program Approval.

The State Program Approval Goals

In order to establish and maintain a state program approval system, the goals for that system must be explicated. In this manner, the process for program approval can be established to meet statutory requirements and satisfy the public interest. The Task Force recommends that the following state program approval goals be adopted.

Recommendation: 31

The state must provide a mechanism to assure that programs preparing education personnel for careers in the Illinois elementary and secondary schools meet minimum standards approved by the Certification/Program Approval Board (subject to review and approval by the State Board of Education).*

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*See Chapter IV for the details of the approval governance structure.

Rationale

The quality control mechanism would be the responsibility of the Certification/Program Approval Board working in an advisory capacity to the State Board of Education and in cooperation with the State Superintendent of Education. The policies and procedures for the operation would be sanctioned by statutory authority. Funds would be appropriated to the Illinois Office of Education which would furnish staff and support services for operating the program approval mechanism (referred to in this report as the Program Approval Unit).

This recommendation enables the State of Illinois to retain its responsibility and authority for quality control over educational personnel in public schools and is in keeping with the state's plenary power over public elementary and secondary education. The Program Approval Unit would deal primarily with evaluating programs preparing certifiable professional school personnel, that is, teachers, administrators, and others requiring education certificates.

These program evaluations culminate in a decision to approve or disapprove programs designed primarily to develop entry level skills for professionals embarking upon a career in the public schools.

It should be re-emphasized that the program approval process covers recognition and approval/disapproval of minimum, initial preparation programs for prospective school personnel. The process, as it is delineated here, does not apply to in-service training programs, nor does it imply that specified levels of competence are achieved by graduates of the programs.

Operating procedures of the Program Approval Unit (given in Part 5) include a recommended course of action to ensure institutional due process if the evaluation finds that a program or institution does not meet approved standards.

Professional education program evaluation is the key function; however, the other judgmental roles of the Certification/Program Approval Board and the State Board necessitate additional support resources for those bodies. Therefore, funds appropriated to the Illinois Office of Education for certification and program approval expenditures must also cover the costs incurred by the governing

structure of the Certification/Program Approval Board.

As the system is envisioned (Part 5), it would assess programs and determine whether they meet or exceed standards approved by the State Board through means of a review process established by the Certification/Program Approval Board. The State Board of Education could delegate approval responsibility to the State Superintendent while retaining its fundamental authority to resolve any disputes that might arise between the Certification/Program Approval Board and the Superintendent.

The State Board must maintain a program approval system in order to fulfill its responsibilities for the elementary and secondary schools in the state. The recommended system must work in coordination with the program licensing authority for the state's higher education review body, the Illinois Board of Higher Education (IBHE), which approves all degree granting programs in state institutions of higher education. The State Board of Education has taken the position that the IBHE must perform its degree program approval responsibility before education programs are reviewed for certification/entitlement recognition. The IBHE can enforce its degree program approval decisions because it has the authority to make higher education budgetary recommendations to the governor, a regulatory function applying specifically to new programs that offer degrees. This bi-level program approval structure serves as an additional screen for marginal programs or programs lacking the necessary quality for approval. The higher education board's function is to assess institutional strength and ability to offer degree programs in public institutions. However, the IBHE role is limited to the licensing of public institutions only. The Program Approval Unit must cover teacher education programs in both public and private institutions of higher education. Governmental review of private institutions of higher education is necessary because the graduates of teacher education programs find employment in the public schools. Failure to recognize these institutions for purposes of certification would not only deny the state a significant number of potential teachers, but would likely lead to a legal challenge of what would be a public institution monopoly on the production of Illinois teachers.

It is recommended that the Certification/Program Approval Board, with staff support from the Illinois Office of Education, assume responsibility for professional education program approval; however, other state agencies or cooperating organizations may be assigned review and evaluation functions for professional development programs beyond the preparatory program. For example, elementary and secondary school recognition units may be called upon to review staff development or in-service programs for teachers and other certified personnel. The Illinois Department of Education and Registration may be called upon to license personnel operating in schools for which no teaching, supervisory, administrative or other certificate is necessary. As noted by the Certification Task Force (Chapter II) and the Continuing Education Task Force Committee (Chapter V), the responsibility for screening personnel for initial and continued employment remains the primary responsibility of the local education agency (school district). These agencies are under the supervision of the Illinois Office of Education's Recognition and Supervision Department. In cases of license or certification revocation, the appropriate issuing body would be responsible for hearings and judgment. The Certification/Program Approval Board would hear such cases when brought under the School Code of Illinois, Chapter 122, Section 21-23, "Suspensions or revocation of certificate." The process of governance, appeal, and final authority for such cases is outlined in Chapter IV.

Recommendation: 32

The State should develop criteria denoting quality professional preparation through a process that includes opportunities for inputs by professional educators, parents, community groups, and other citizens interested in elementary and secondary education.

Rationale

The existing criteria utilized by the State Board of Education represent a reasonable place to begin, but they should be improved through an ongoing review process with direct participation by teachers, teacher educators, prospective employers, parents, community leaders,

students, and others interested.

The role of the non-professional in setting criteria for training programs is analogous to that of a consumer advocate. Since these programs reflect a level of preparation at the threshold of a teaching or administrative career, the public and their school children should have some assurance that new school personnel have undergone reasonable preparation for the job they are expected to fill. Lay citizens, while having a voice in determining criteria and standards play a more important role of monitoring the program approval process.

Interaction between lay and professional groups would provide some assurance that the diverse needs of all segments of society were attended to, and that relevant and enforceable criteria that could be implemented would be developed; from these criteria, both objective and subjective standards might be devised. Again, legal and scholarly implications must be considered. Without reiterating the information presented earlier (See Research and Legal Issues in Chapter I), program approval criteria and standards must be derived from reasonable relationship between training program curricula and the professional work which students will do. As noted in Chapter I, the Washington v. David case approved a police employment test deemed by the United States Supreme Court to be reasonably related to the learning requirements of the job; hence no intentional discriminatory practice was intended. This case indicates the position that must be taken in developing program approval criteria and standards. If there is a reasonable relationship between the requirements of a professional education training program and the work a professional will do, the criteria are assumed to be reasonable under the provisions of Title VII of the Civil Rights Act and other related legal tests.

The state of knowledge regarding specific skills or competencies related to successful work performance gives no clear picture. There is no need to repeat here the conclusions drawn by Rosenshine, Shulman, Powell, Brophy, Gage, and others. With the condition of research and knowledge linking professional education performance and training so uncertain, public policy cannot reasonably prescribe that each teacher (or other school personnel) possess certain skills or that training

programs must provide common training curricula. However, there are reasonable requirements that can be imposed on training programs which must serve as a starting point for program approval. These reasonable requirements involve a task analysis of work to be performed and a requirement that professional education institutions provide training related in a clear manner to such work.

Providing an opportunity for public involvement in developing criteria should enhance the schools' and the education profession's credibility with the public. The process for devising and selecting criteria may be inordinately biased or become particularistic if any one group dominates. This has presented problems in the past when teacher educators were alleged to be controlling decision making and policy development for teacher certification. Charges were made that an overemphasis on theory resulted, without sufficient provision for clinical practice. Corresponding deficiencies would surely occur if criteria developed by teachers represented a shift in emphasis primarily to a practitioner approach. Since the Certification Task Force asserts that a person's suitability for a position as a teacher must always be determined by the employer, the involvement of administrative personnel from employing agencies in determining criteria seems entirely appropriate.

As previously noted, the Task Force did not make specific recommendations as to the substance of quality indicators. However, a number of assumptions underlying the idea of explicating criteria and standards that can define program quality were made explicit. Among them are the following:

- The improvement of teacher and administrator education is a continuing process.
- Advancing technical knowledge and skill in education requires regular assessment of individual skills and the updating of beginning and continuing education programs for educational professionals.
- Enhancement of preparation program quality is essential to the vitality of the education profession.
- The technical skill and competence required of a teacher or administrator should be defined through reasonable analysis of present teaching/managerial tasks.

- Craft skills must be complemented with internalized values and knowledge.
- Professional values and practical knowledge can be gained by exposure to competent role models.
- Internship and clinical approaches are emphasized as being valid and desirable for preparing educational personnel.
- Socialization to a career in education requires more than peer socialization, in and of itself, for a person to become a professional.

Recommendation: 33

Criteria used for program approval should be consistent with applicable statutes and regulations established by the Illinois General Assembly and the State Board of Education.

Rationale

The state's interest in social issues that are ancillary to educational matters (desegregation, affirmative action, and drug abuse are some), as well as in consumer protection, are best served when criteria for program approval encompass statutory and administrative regulations.

The present Manual of Procedures for Approving Illinois Teacher Education Institutions and Programs, as approved by the State Superintendent of Education and the State Teacher Certification Board in March 1975, should be reviewed for the purpose of selecting applicable criteria for program approval.

Recommendation: 34

The state program approval system must be devised to encourage and enhance diversity among institutions and programs preparing professional personnel.

Rationale

As discussed in Part 2, Voluntary National Professional Education Accreditation institutions of higher education have differing interests reflected in their instruction, research, and service; they vary

widely in terms of size, resources, and student composition; and they may be privately or publicly funded. Such diversity must be taken into account for program approval purposes. Institutions with common characteristics and missions should meet common standards. Though not all professional education institutions are required to train teachers for all areas, all should meet the specific criteria and standards for training programs in which they do participate.

The criteria should accommodate the differing needs of diverse communities, should be capable of application to specific institutions and should denote quality education. None of the foregoing is intended to indicate that standards, once established as reasonably valid, are to be applied in varying ways to different institutions. On the contrary, criteria should be written to take into account the diversity in institutional type, mission, and instructional technique.

Recommendation: 35

The program approval system should ensure that out-of-state professionals seeking Illinois certification meet the same requirements as those prepared by approved Illinois institutions; and should assure Illinois graduates access to certification in other states.

Rationale

The objective of this recommendation is to facilitate reciprocity among the states and permit transfer of educational personnel from one state to another.

Whatever criteria are developed should be as consonant as possible with those recommended by the voluntary national accreditation groups. In addition, reference to the guidelines of the National Association of State Directors of Teacher Education and Certification and of the Educational Commission of the States may serve to broaden the applicability of criteria and procedures.

As noted in both Chapter I and Part 1 of Chapter III, the Task Force recommends that the accrediting and program approval agencies explore various ways by which to collaborate. The establishment of

similar program recognition processes and the collection of common data should greatly facilitate collaboration. If common indicators of quality can be established, or an extensive overlap achieved, then reciprocity procedures for interstate teacher certification can be improved. The states must be assured that graduation from an approved program at an accredited institution indicates successful completion by teachers and other professional educators of a program of learning meeting minimal requirements.

Recommendation: 36

The program approval system must establish the means to assure that institutions and programs preparing professional education personnel meet standards derived from the aforementioned criteria.

Rationale

A program assessment and monitoring system would constitute the means to assure that standards derived by the Program Approval Unit are met by institutions and programs preparing certifiable school personnel. As previously noted, criteria are relatively global statements of value from which a number of operational standards or quality indicators can be drawn or inferred.

Whereas public and lay participation is sought in criteria-setting (see Rationale for Recommendation 32) and in final decisions to be made by the State Board of Education, the Task Force believes that professional educators are the appropriately trained and qualified persons to evaluate and monitor preparation programs. Peer review* is essential to maintain the credibility of the program evaluation process among expert educators and thus is more likely to lead to program improvement where deficiencies are noted.

It is anticipated that wherever possible, the program evaluation and monitoring mechanism would be consolidated or undertaken colla-

*The peer group, in this case, would be composed of professional education personnel involved in preparation programs for certifiable education personnel, and could include both field- and campus-based educators.

boratively with the voluntary national and regional accreditation efforts in order to reduce overlap and redundancy. A continuous audit feature would be built into the monitoring function of the Program Approval Unit, and the data bank on approved programs would be interactive with that of the voluntary national accreditation group. Periodic on-site reviews would need to be supplemented by ad hoc site reviews only when discrepancies were noted in the auditing assessment. The program approval process is described in Part 5 of this Chapter.

Cognizant of the deficiencies of program approval and accreditation, the Task Force's proposed system is designed to remedy a number of current problems. Some of these are the shortage of qualified evaluators, a lack of reasonable validated quality standards, unnecessary impositions on institutions in terms of time and financial commitment needed to prepare reports and host visiting teams, and inadequate public disclosure. With the knowledge and quality indicators presently available as a starting point, concerted efforts toward improvement should then be undertaken. Similarly, the employment of trained quality evaluators** in this process means obtaining the most skilled persons available. Inadequate public disclosure implies a poor follow-up use of evaluative information, as well as a lack of sanctions tied to the program approval process. If this deficiency is remedied--if approval, probation, or non-approval has specific public consequences--then the process will be viewed as important and significant.

Recommendation: 37

The program approval system should include procedures for systematic public disclosure regarding institutional compliance with program approval standards.

**Selection would be from among individuals involved in the types of professional development programs being assessed, including a wide range of teachers, administrators, and others.

Rationale

The state of Illinois has legal requirements for its public institutions to provide public access to information they produce. Additionally, public disclosure of the evaluations and public access to decisions regarding program approval/disapproval serve as self-policing and self-enforcement procedures for the program approval process. This can best be accomplished if the public disclosure is complete and full. At the same time better information will be available to consumers, who may be students seeking preparation for a professional career, or the employers of graduates of such programs. A real benefit of accreditation and program approval is its value in guiding hiring decisions by making better information available.

The Program Approval Unit will be in a position to serve as an information clearing-house, sharing data with other states, the federal government, local employers, students, and accrediting agencies. It should regularly report on the status of institutions and programs, thus providing a ready source of information to interested publics and participating institutions. The unit should also serve as an agency to investigate complaints, seek redress and, where appropriate, apply sanctions. Through this information process, institutions and consumers not only can but should be made aware of their responsibilities and rights. Such an open manner of operating should go a long way toward establishing the Program Approval Unit's reliability as an authority in the educational arena.

Part 5 State Program Approval Process

The Task Force recommends a state program approval process to exercise quality control over institutions of higher education preparing personnel for Illinois public schools. The following specifies the process's legal, procedural and political entities necessary to achieve the goals presented in Part 4. It is constructed to perform an information validating function compatible with the approach proposed in Part 3 for national voluntary professional education accreditation. The process falls within the intent of Illinois statutory authority, Article 21, Section 21 of the Illinois School Code. Program approval is tied to certification through the entitlement route for certified school personnel. In addition to its program quality control, therefore, the approval mechanism also helps to screen prospective school personnel.

The Certification Task Force recommends (Chapter II) that entitlement become the dominant avenue to teacher certification. For persons in teacher (and other professional education) preparation programs within the State of Illinois, only those completing approved programs should be granted certificates. This recommendation increases the importance of the approval process.

Although the Task Force recognizes the different purposes that distinguish voluntary accreditation from state program approval, the processes recommended for implementing the evaluative and information validating functions of both entities are nearly identical. The purpose of this decision is to facilitate the collaboration previously recommended. Although the agencies differ in interpretation of data, appeals processes, and use of the evaluative information, the means by which that information is derived can be shared. Despite the accrediting agency's broader assessment mission, the state interest in the professional development of future public school employees may possibly allow for a division of labor. These collaborative arrangements would be particularly useful in sharing costs by both state and accrediting agencies for maintaining up-to-date data, employing qualified auditors, and training on-site evaluators. The high cost to institutions of

overlapping visitations by the various agencies could be greatly reduced if all bodies--state, regional, and national--were to devise a collaborative system.

The Quality Control Process

In implementing the recommended goals of state program approval, the following description is keyed to the essential topics within these goals of (1) a quality control mechanism, (2) criteria development, (3) the means to assure that standards are met, and (4) public disclosure of institutional compliance.

Quality Control Mechanisms

Three entities comprise the statutory authority for state program approval in Illinois: (1) the State Board of Education, which has the constitutional authority to "...establish goals, determine policies, provide for planning and evaluating education programs, and recommend financing";[21] (2) the State Teacher Certification Board, currently charged with carrying out the provisions of the certifying responsibilities and advising the Superintendent;* and (3) the State Superintendent of Education, the administrative head of the Illinois Office of Education which provides staff for the state program approval system and implements and administers policies and procedures of the State Board of Education.

The Manual of Procedures for Approving Illinois Teacher Education Institutions and Programs[22] outlines a procedural sequence that forms the nucleus of the quality control mechanism envisioned by the Task Force. Although some of the administrative rules and regulations, as well as statutory provisions pertaining to program approval, may require modification in keeping with the recommendations of this Task Force, the pertinent steps in effect at present are as follows:

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*The Task Force is recommending that the name of the Board be changed, reflecting the primary program approval, function, to the Certification/Program Approval Board. Chapter IV gives the recommendations for the Board makeup and advisory function.

Statutory provisions require the State Board of Education, in consultation with the State Teacher Certification Board, to recognize institutions and approve programs for the preparation of educational personnel who require certification as a prerequisite for employment in the public schools.

Institutions of higher education must first be recognized by the State Board of Education as qualified to conduct teacher, school service, supervisory, and administrative personnel education programs. Then, specific educational personnel programs to be conducted by the recognized institutions must be approved.

A candidate who has satisfactorily completed all requirements of the certification statutes, who has completed the requirements laid down in State Board of Education rules and regulations, and who has successfully completed an approved course of study leading to certification and endorsement, may then be recommended by the recognized institution as entitled to certification. The Illinois Office of Education, having been involved in the recognition and approval process, is in a position to accept the recognized institution's verification of the candidate's completion of the program and to grant the appropriate certificate and endorsements.

The above boards, together with their policies and procedures, represent a quality control mechanism. These organizations can also carry out the criteria development goal of the Task Force.

Development of Quality Indicators (or Criteria) and Standards

The State Board of Education, through its Illinois Office of Education and in consultation with the State Teacher Certification Board, has established criteria for recognizing and approving education programs. An institution of higher education must comply with these criteria and standards to be granted recognition or approval. Recommendation 13 in Part 1 of this Chapter provides for the identification of quality indicators that would be utilized by both voluntary accreditation and state program approval agencies.

Recommendation: 38

The Task Force recommends that Illinois and other states collaborate with voluntary accrediting bodies

interested in professional education to develop and determine quality indicators.

Rationale

Each state would have to make its own decisions; however, through sharing the latest knowledge and information concerning program evaluation, professional performance, and research, both accreditation and program approval will be improved and the collaborative process will be advanced.

The state interest, by definition, is a public interest; therefore,

Recommendation: 39

The criteria development process requires that opportunities exist for significant involvement by lay public, public school clients (parents), community groups, teacher education students, and professional educators.

The participation of those involved in professional development and research on teaching effectiveness should have significant contributions to make as well. Public access to the criteria determination process could be handled in a number of ways: through public hearings, broadly representative task forces, subcommittees of the State Board of Education supported by professional staff and public advisors, and so forth. It is worth repeating that public concern over teaching effectiveness and the ensuing demands for the training process to "guarantee" future performance must be tempered. See the citations made by Shulman, Rosenshine, Brophy and Evertson, and Gage given in Chapter I; Good, et al. and Powell in Chapter III, Part 2. All that is presently valid is the test of a reasonable relation between training criteria and work performance.

Recommendation: 40

A review of the current criteria being used by both state and national professional education agencies, as they relate to preparing school personnel, is recommended.

Criteria can be defined and prescribed in terms of both process and outcome indicators. Criteria can be established to facilitate both normative and discrepancy evaluations in the approval/disapproval process. Normative criteria must include descriptions of standards or levels of attainment and performance as well. On the other hand, criteria for supporting discrepancy evaluations can be more general, for the institution must have a clear description of each component in preparation programs and show their connection to the program objectives. As noted earlier, the diversity of findings relating training to performance calls for continued experimentation with alternative types of preparation rather than prescribing a particular type.

Recommendation: 41

Care must be taken to see that criteria permit adequate variability and experimentation in programs.

The legal considerations, outlined in Chapter I must not be ignored.

Recommendation: 42

If issuing state teaching certificates is limited to those having completed approved programs (Recommendation 1, Chapter II), the state must have reasonable criteria for program approval tied to work performance.

This reasonable validity can be demonstrated through a careful analysis of training and work performance. Where it is necessary to impose standards having only construct validity, there should be general agreement among professional educators and a continuous analysis and review.

Recommendation: 43

There may also be criteria not specifically related to instructional performance, but necessary to achieve state interests.

For example, students may be required to have supervised experiences in school law, labor relations, school/community relations, and the like. Public participation in criteria determination should highlight the state's role in protecting certain public interests; school clients can be assured that the school personnel and those in learning programs have been exposed to certain learning experiences designed to familiarize them with specific social and educational problems. Again, there should be no prescribed method for meeting these criteria. For example, school/community relations knowledge could be gained through specific course work, through a series of courses, and/or experiential field work.

Quality indicators, addressing the areas of activity or performance necessary for professional education programs, would be developed at this stage of the process. More operational and observable standards reflecting the level of attainment required within a criterion would be derived or extrapolated from the criteria that are judged appropriate.

Recommendation: 44

Criteria to be used in making judgments about institutions and programs are to be approved by the State Certification/Program Approval Board with final approval resting with the State Board of Education.

These two bodies should also have approval power over decision rules about substantial compliance with standards, rules that would permit an institution to meet multiple criteria in a composite manner, rather than spelling out its specific compliance with every individual standard. In this way a training program could comply in sum with a set of quality indicators, even though not with each specific one. Establishing decision rules will necessitate weighting various criteria, or, at least, indicating which ones are essential. It is possible that a program might be assessed as in substantial compliance with standards and criteria; yet, if one of the areas of non-compliance is essential to sound practice, approval cannot be granted.

Means to Assure That Standards Are Met

The procedures detailed below are structured to fit in with the continuous reporting and auditing process described in the recommendations for national voluntary professional education accreditation, Part 3. They are also to be as consistent as possible with the existing recognition and approval channels of authority. Collaborative data collection and (where feasible) on-site evaluations should be explored with regional institutional and national professional education accrediting agencies. Clearly, state mandates may call for differing interpretations and use of the data jointly collected, yet, as knowledge regarding the validity and reliability of performance evaluation increases, use of common quality indicators and program description data among the agencies will become more feasible.

Institutional Data Bank

Recommendation: 45

Data representing quality indicators, program descriptors, and program operations should be reported on a regular basis by institutions either recognized (approved) or seeking recognition. Data should be collected by both uniform recording instruments and open-ended program process descriptions and submitted to the Illinois Office of Education's data file or bank (possibly cooperatively maintained by the state and accrediting agencies).

The data file would consist of accessible and retrievable information on both institutions and programs. These data could be interpreted by program approval personnel to yield a profile of the status of an institution and its operating programs at regular intervals. Compliance with recognition and program standards could be inferred from the interpreted data. Institutions would continuously monitor their own data, making appropriate revisions, deletions, and additions.

Data Auditing

Recommendation: 46

Program approval personnel should include trained data analysts and program auditors supplied by the Illinois Office of Education or shared with accrediting agencies.

These skilled personnel would, at annual intervals, sample the data reported by an institution, evaluate it, and prepare an informational report. Measurement would require both continuous and periodic data collection of relevant information, much of which can be gained through sequential sampling. In other words, the auditor would collect a sample for review purposes and, if the sample was inadequate, would enlarge it until an assessment could be made. Data collection will be held to the necessary minimum, since massive quantities of facts and figures are neither essential nor desirable. To keep the data file as small as would be useful, information could be limited to that relating to state-prescribed criteria and standards. So long as the evaluated information yielded a clear inference that the institution was in compliance with quality indicator standards, a recommendation for continued recognition and/or approval would be made to the Certification/Program Approval Board for its concurrence and transmittal to the institution. If the monitoring procedure indicated that standards were not being met or that additional verification of information were needed, the program auditor could request additional data, make an on-site review, and/or recommend a site visitation to the Certification/Program Approval Board. Auditing as a means for continuing approval, could be used only for programs previously recognized. New approval of programs is discussed below.

Site Visit Assessments

The purpose of a site visitation is to ensure extensive and intensive evaluation by which to determine whether or not the institution and its programs are in compliance with approved standards. Site visitors would be highly qualified and trained fact finders who would

serve as a peer group of external assessors.

Recommendation: 47

Collaborative site evaluations should be conducted with the accrediting agencies whenever possible, using mutually acceptable evaluators.

Recommendation: 48

The cadre of trained site evaluators should be developed from among the participating institutions of higher education and professional school personnel engaged in clinical components of professional preparation.

Recommendation: 49

Site visits are to be undertaken based on a request of the institution or upon action by the Certification/Program Approval Board in response to a program auditor's recommendation.

Although no periodic or scheduled site visits are recommended by the Task Force, the Board and/or auditors should have the prerogative to request such reviews if the time lag between a data review and a previous on-site evaluation grows too large.

Recommendation: 50

A comprehensive on-site evaluation will be necessary for initial program approval purposes.

Periodic visits for re-approval purposes, however, would be abbreviated site assessments, since continuous monitoring on a small set of relevant variables would provide an ongoing picture of program performance. From a full scale site visitation, various outcomes are possible. The site team, in consultation with the program approval staff of the Illinois Office of Education, may recommend granting recognition or approval; or provisional recognition or approval; or that recognition or approval be denied. If the Certification/Program Approval Board concurs with the recommendation to grant or continue approval, then the

institution is so notified.

Recommendation: 51

As in the accrediting process, state program approval cannot be denied or removed until the institution's program has had the advantage of scrutiny by an on-site evaluation team.

As noted above, the visiting team can make three recommendations to the Board. If the team does not recommend approval, one of two alternative recommendations must be made to the Board: (1) for an institution lacking sufficient compliance with approved criteria and standards, but with plans and resources to achieve compliance within a reasonably short period of time (one year or less), then the team can recommend provisional recognition or approval; (2) when compliance is neither sufficient nor likely to occur, given present or anticipated resources or arrangements, the team will recommend denial or removal of the program recognition. The reasons for denial/removal must be stated to the institution and submitted to the Board.

Recommendation: 52

The team report must enumerate the bases for making denial/removal recommendations and specify the deficiencies to be corrected.

Recommendation: 53

Certification/Program Approval Board concurrences with denial/removal recommendations are subject to review by the Illinois State Board of Education or its delegated official (likely to be the State Superintendent of Education).

Appeal Process

Recommendation: 54

When an institution is notified that a recommendation for denial/removal has been affirmed by the Certification/Program Approval Board, the institution should

have recourse to an appeals process limited to the following grounds:

a) procedural malfeasance of the site evaluation team

b) inappropriate interpretation of the data

c) a failure to review significant data

d) a conflict of interest in the Board or team, and/or

e) a failure to establish reasonably valid grounds for imposing the criteria or standard for assessing a particular institution or program (this ground for appeal could be used only when such criteria or standards were cited as a basis for the denial or removal of approval).

Recommendation: 55

Initial appeals should be heard by the State Board of Education or a body of knowledgeable professional education personnel (familiar with criteria and standards) designated by the State Board as its hearing agent.

Further appeals must be made through the courts for remedy under the Illinois Administrative Review Act. The appeals hearings should operate in a manner similar to that of the jury system recommended in Part 3 for the accrediting process. The institution should have the opportunity to present evidence and testimony on its own behalf. Evaluation reports should have a demonstrated validity which can be shown at the appeal hearing.

Public Disclosure

The Task Force assumes that public faith in the state's educational enterprise increases in proportion to the amount of accurate information the public has about the educational system. Thus, public disclosure of the outcome of the recognition and approval process is viewed as the key factor in bridging public support of education and the quality of education.

Recommendation: 56

Final reports of affirmative evaluations and plans for improvement(s) to correct provisional approval problems should be made public after an institution has the opportunity to validate information or respond to charges. Appeals procedures should generally be open to the public. Each institution should be required to inform prospective clients of its recognition and approval status.

A simplified procedural flow diagram depicting the continuous monitoring sequence and the site visitation sequence of the quality control process is given on page 122.

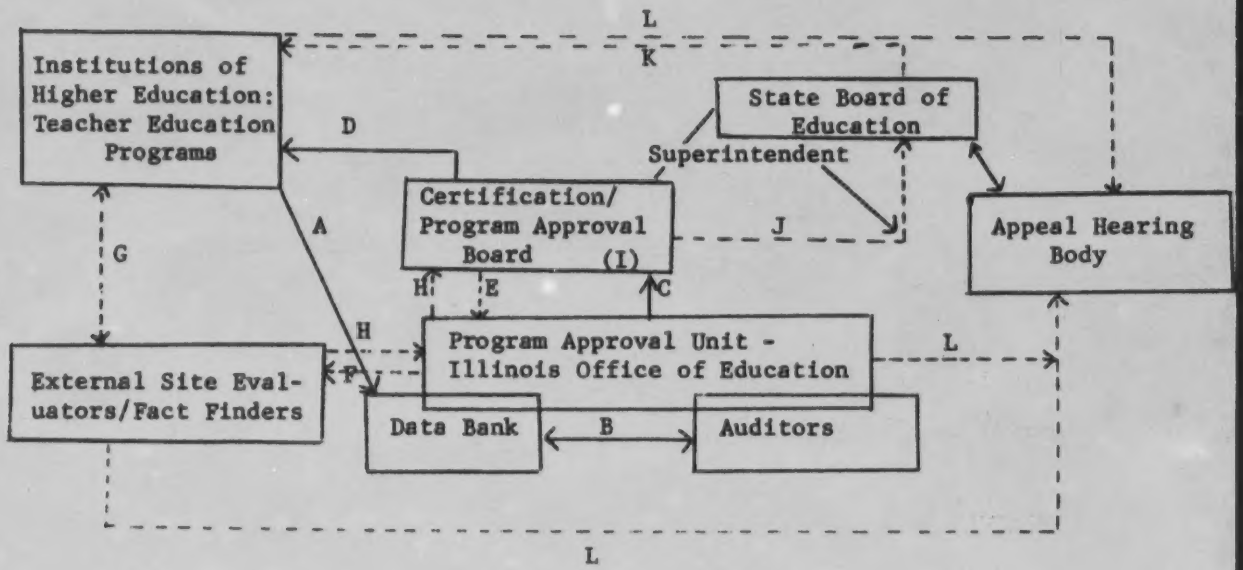
Reallocation of Resources

Much of what is proposed for a revised process of state program approval already exists in various forms. Hence, it can be focused and improved without adding large new institutional burdens of time and resources. The governmental entities are already in operation, and the rather extensive amount of reporting already done at the intra-institutional level could be accumulated in the proposed data file. Although the cost and impact of site visits are substantial factors, they, too, occur under the present system. The expectation is that the state and the voluntary national accreditation agency would both have access to shared data, thus avoiding redundant collection and reducing costs.

Increased expenditures for professional staff, trained auditors, site assessors, and provision for data bank capacity could be offset through collaborative efforts with regional and national professional education accrediting agencies. Possible sharing of computer equipment and software could also reduce costs to the Program Approval Unit. An adequate budget must be provided if the recommended process is adopted.

The ongoing nature of the audit process provides assurance that standards are being consistently met. For the most part, only as exceptions are detected would extensive site evaluations be required. Thus, better quality control could be maintained, and costs to institutions spread out over a longer period of time. By providing techni-

State Program Approval Process



Key:

Solid line _____ =

Continuous Monitoring for Program Approval/Disapproval Status

A. Data input via uniform data collection and institutional reports

B. Sampling and auditing evaluating indicators

C. Recommendation forwarded to Certification/Program Approval Board by auditor or staff for continued approval or for site visit.

D. Transmittal of decision(s) to the institution

Dotted line ------- =

Site Evaluation and Approval/ Denial Sequence

E. Authorization for site visitation by the Certification/Program Approval Board

F. Selection/appointment of on-site evaluation team

G. On-site evaluation

H. Team report and recommendations

I. Final decision by the Certification/ Program Approval Board

J. Review: State Board of Education (or delegated agent, e.g. Supt.)

K. Notice to Institution (same as D)

L. Appeal (final decisions are communicate as in K)

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cal assistance to institutions, engaging in professional staff development, and developing valid generalized quality indicators and data collection/analysis methodologies, improved program assessment practices would benefit the entire field of education.

In conclusion, there is a perceived need for a more credible, more cost effective, and more frequently applied quality control mechanism to evaluate the preparation of school-based professional educators. The recommended system will allow for more consistent and frequent monitoring of programs. There can be no effective system if program approval is automatic, and the test of such a mechanism is the denial of initial or renewed approval to programs failing to meet minimal standards. As noted earlier, both accrediting bodies and state program approval units have done little to eliminate professional or public blessing bestowed upon teacher education programs lacking the necessary resources or program quality. The recommended system is designed to set forth a limited set of criteria and standards and to apply them in a rigorous manner for all institutions participating in programs for which they apply.

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CHAPTER IV GOVERNING STRUCTURE FOR STATE CERTIFICATION AND PROGRAM APPROVAL

A governing body for state certification and program approval must protect the public interest, promote the most informed/reasonable policy, and uphold the rights of school personnel and educational institutions directly affected by governmental action. The public nature of the schooling process provides the rationale for the public interest in quality control over personnel working in the public schools of Illinois. The complexity of program approval and certification tasks requires the insight and expertise of persons practicing in, or preparing personnel for, public school work. Although there is clearly a state government interest in the screening of school personnel, the task forces' reports have consistently indicated that the primary responsibility for quality control over school personnel rests with the local education agency. Nonetheless, teacher mobility and the fact that public education affects the state beyond the local school district provide support for a statewide certification system. The Illinois State Constitution and statutory provisions of the Illinois School Code place principal power over the public schools in state government hands. The governing structure recommended here respects the plenary interest of the state while representing the legitimate interests of the public and the education professions affected by certification/program approval policy.

The Task Force recommends that a common governance structure serve all of the program approval and certification functions of the state, and that this structure be directed by the State Board of Education (SBE) with significant advisory and supervisory responsibilities statutorily delegated to a Certification/Program Approval Board (hereafter referred to as the Board). The Board's primary function is to carry out the objectives set forth in this report, and its

principal mission is to make judgments regarding approval of professional education programs. The Board is also to be responsible for the review of certification suspensions and revocations. Statutory authority is to be vested through the School Code of Illinois.[1]

Several proposals were considered concerning the relationship of the Certification/Program Approval Board to the State Board of Education, the Superintendent, and the General Assembly. The final recommendation places the certification and program approval functions under the jurisdiction of a single board, advisory to the State Board of Education. It would be well for the State Board to delegate to the Superintendent routine review responsibilities in order to avoid a backlog of institutional reviews awaiting decision--a circumstance that might easily occur when the State Board's agenda is unable to accommodate Certification/Program Approval Board recommendations. The State Board should act as an arbiter when there are differences between the Certification/Program Approval Board and the Superintendent.

The formation of an autonomous board, of separate boards for certification and program approval, and of separate boards for different certificates were considered and all rejected as unnecessary proliferations of policymaking bodies affecting Illinois education. The Task Force was convinced that the Illinois Constitution of 1970 presented a specific mandate that policymaking concerning elementary and secondary education be in the hands of the State Board of Education. Autonomous bodies, established to meet the particular interests of any one constituency or to carry out functions of the State Board, are not consistent with constitutional intent.

Recommendations

In order to accomplish the functions of program approval and certification, the Task Force recommends the following governance structure.

Recommendation: 57

The Certification/Program Approval Board would be appointed by and advisory to the State Board of

Education. Its actions would be subject to review and approval by the State Board or its delegated representative(s).

Recommendation: 58

The Board's mission will be to carry out the operations necessary for the recognition of approved programs preparing personnel for certifiable positions in the public elementary and secondary schools and for the issuance of certificates for individuals seeking employment in those positions (including the process of removing those certificates as prescribed by law).

Recommendation: 59

Composition of the Board would include: four certified elementary or secondary school teachers, four persons holding certificates for public school positions other than teaching certificates, four representatives from institutions of higher education with approved teacher education programs, four lay public representatives, and a chairperson selected from among the membership of the State Board of Education.

Rationale

Since the State Board of Education has constitutional and statutory responsibility for public elementary and secondary education, it is logical for the State Board of Education to have final authority over quality control decisions affecting the public schools. Although the present State Teacher Certification Board is advisory to the State Superintendent of Education, it was believed that jurisdiction over any advisory body in this area should be invested in the State Board of Education. The SBE may choose to delegate responsibility for receiving recommendations to the State Superintendent. Any decision to delegate review authority over the Board, however, ought to be a conscious choice. Vesting the quality control responsibility with a lay board provides a public and consumer oriented involvement that is otherwise lacking.

In recommending the composition of the Board, the categories of personnel subject to certification and the nature of the institutions,

programs, and services subject to scrutiny were considered decisive. Classroom teachers, school administrators, counselors, and guidance personnel are among those educational professionals who require certification. Classroom teachers are given substantial representation, as are the combined categories of other certified personnel. Representatives of teacher preparation institutions would serve on the Board, presumably on a rotating basis. The four lay members would represent educational consumer concern and might also represent the interests of school boards and employers. The chairperson of the Board should be a member of the State Board of Education, forming a direct link between the two bodies. With the various group representations providing a forum for legitimate interests, the climate of decision making among them will be one of negotiation and compromise. Vested interests must, therefore, be tempered in order to arrive at reasoned solutions to problems.

Earlier in this report the uneven quality of preparation programs for education personnel employed in schools was acknowledged. In consequence, there are likely to be enforcement problems. For this reason, the SBE is the appropriate agency for regulating quality matters since it is the only body, other than the state legislature, which can use the plenary powers and apply various sanctions, directly and indirectly, including the revocation of program approval status from an institution or certification from an individual.

The appointment of lay public members to the Board could include parents as representatives of students, the principal client group for the state's public schools. The Board's composition allows for a variety of perspectives (professional, cultural, ethnic, among others) so that challenges to established ways of operating government, schooling, and professional preparation would arise. Such diversity of perspective would tend to ameliorate the effects of inbreeding, of viewing problems narrowly or from a single value system--a circumstance all too common within the education professions. Certainly the various professional education perspectives must be represented on the Board; the four part parity base prevents any one group from gaining an automatic plurality. In creating informed policy, public enthusiasm must

be tempered, as noted earlier, with the realities of both the practicing profession and the nature of available knowledge. This structure's design takes into account the realities of political/power issues described in Chapter I.

Recommendation: 60

Illinois Office of Education staff would be charged with carrying out the operations of the Certification/Program Approval Board. This would include the following tasks: delineating criteria and standards for program approval (subject to Board approval), conducting institutional evaluations, making recommendations to the Board on matters of program approval (subject to Board approval), conducting institutional evaluations, making recommendations to the Board on matters of program approval and policy, working with other states on matters of interstate reciprocity of certification, and performing other tasks to assist the Board at their request.

Rationale

Basic to the recommendation is the concept of using existing staff and resources, with re-allocation as necessary, to keep the costs of quality control at a minimum. The IOE staff is becoming increasingly professional and technically competent, especially so since it is less subject to patronage demands. IOE staff persons can call upon professional groups and public bodies to aid and assist them in supporting the operations of the Board.

Recommendation: 61

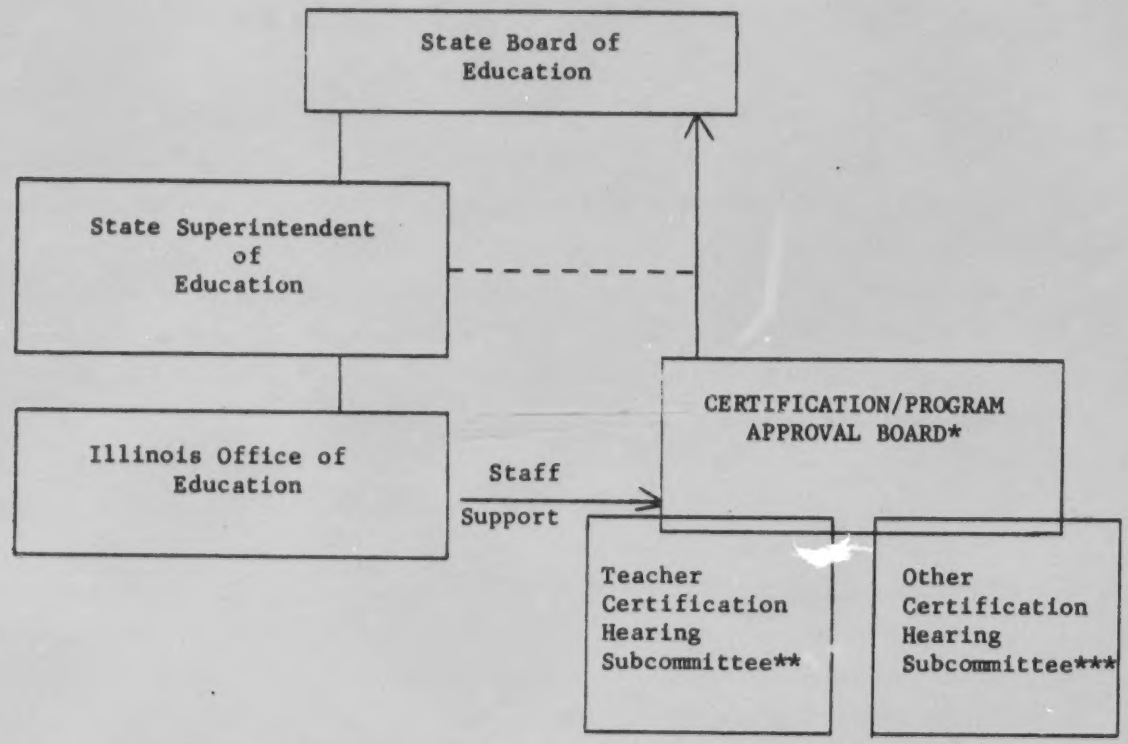
In matters of revocation and suspension, cases would initially be heard by a subcommittee of peers (that is, the four teachers would hear cases involving teacher suspensions and revocations and the four other certificated members would hear all the other cases). Each subcommittee would then make a recommendation which would be presented to the Certification/Program Approval Board for final approval. Program approval recommendations would be heard by the full Board.

Rationale

The recommendation to constitute the hearing subcommittee in this fashion will provide assurances to teachers and other certified personnel that their cases will be heard by colleagues knowledgeable in the respective professional fields. Such panels will be able to assess the evidence of the case more objectively because of their experience and background. Subsequent to the initial hearing and decision on a recommendation, the entire Board would have an opportunity for a thorough review of the subcommittee's rationale and arguments. In effect, there would be a double review prior to the presentation of a recommendation to the State Superintendent of Education. In view of the impact of such a decision, it is appropriate to provide safeguards against capricious or careless actions. Due process should be followed throughout the hearing process. Specifically, adequate notice and time to prepare and present evidence/testimony, provision for questioning opposing testimony, and so on.

The following diagram represents the Task Force recommendation:

STATE CERTIFICATION/PROGRAM APPROVAL SYSTEM



* The Illinois Certification/Program Approval Board should have the following composition:

- 4 teachers from the elementary and secondary schools
- 4 representatives from institutions of higher education with teacher education programs
- 4 certificated school personnel other than classroom teachers
- 4 lay public members
- 1 member of the State Board of Education who shall serve as chair

The State Board of Education appoints members to the Certification/Program Approval Board in proportion with the above representation.

** The four classroom teachers on the Board sit as a hearing subcommittee on cases of teacher certification revocation or suspension. Subcommittee decisions are subject to Board review.

*** The four certificated school personnel hear all other (non-teaching) cases of certification revocation or suspension.

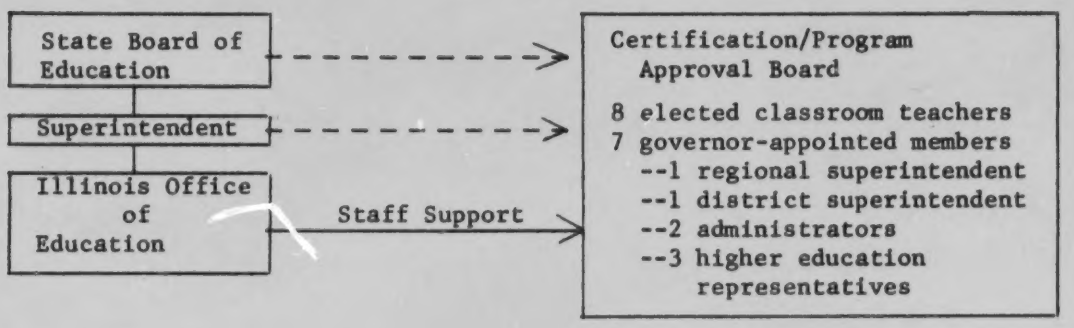
Note: The State Superintendent of Education works cooperatively with the Certification/Program Approval Board and makes recommendations relative to their actions to the State Board of Education and/or is delegated review authority.

Alternative Independent Board

An alternative structure was discussed for the Certification/ Program Approval Board but was rejected by a substantial majority of Task Force members. In the second model, the Board would be composed of eight classroom teachers and seven other members: one superintendent from an education service region, one district superintendent, two other administrators, and three representatives from institutions of higher education. The teachers would be elected from among the employed classroom teachers in the state and the other members would be appointed by the governor.

Under this model, the Superintendent and the State Board of Education would be advisory to the Board, which would formulate criteria and standards for program approval, apply such standards in their deliberations, and hear all appeals, subject to review only by the courts. All cases of certification revocation and suspension would be heard by the Board. The Illinois Office of Education would supply staff support for the Board, performing functions similar to those described in the recommendation model.

The following diagram represents the alternative:



Note: The dotted lines represent an advisory role.

In view of the concerns expressed over the proliferation of autonomous bodies which are involved in the same or similar endeavors; the additional costs required for such an autonomous bureaucracy, the control of the Board by a single group, and the necessity of relating the various persons and bodies involved with program development, approval, and certification, the rationale for the recommended structure should provide additional support for rejecting this alternative.

NOTE FOR CHAPTER IV

1. The School Code of Illinois, Chapter 122, Sections 21-23

CHAPTER V CONTINUING EDUCATION FOR SCHOOL PERSONNEL

Part 1 Introduction

Continuous intellectual and skill development is a fundamental tenet of professional occupations. The education professions have enjoyed a tradition of continuing education, particularly for school-based faculty and staff. A problem is encountered in attempts to define this continuing education phenomenon, since it has come to mean a variety of things labeled in a number of ways: staff development, in-service training, advanced degree work, professional development, among others. Further, there is no single motivation for involvement in continuing professional development. Some school personnel take course work to increase knowledge in their field of teaching. Faculty and staff members may take part in development programs designed to improve the performance of the school unit. Others study to raise their position on a school district salary schedule or to attain advanced degrees which will allow them to change jobs in the school district or in other educational settings.

The resources supporting these professional development efforts come from the individual educator, the local school district, and state and federal government programs. Although no attempt is made here to determine the "right" motivation for continuing education, the scarce fiscal resources available for public education indicate that public bodies must be very selective in regard to support of and reward for school personnel professional development. Ralph Tyler notes that continuing education for school personnel can be classified into four types. These types can aid policymakers in determining how faculty/staff development funds should be spent.

1. Problem Solving continuing education is a type of staff development designed to prepare school personnel to solve a problem identified by the local education agency; such staff training might provide for implementing and operating an innovative instructional

program, learning more about the transition from youth to adulthood, or others.

2. Remedial continuing education is to help personnel develop skills necessary for a specific work context which were not gained through previous training or education.

   a. New Teaching Context continuing education aids the beginning teacher, the teacher re-entering teaching after a period of absence, or the teacher new to a specific teaching context. Since every context is marked by a diverse set of environmental circumstances, additional training to meet the new situation is often necessary, particularly for the beginning teacher with less experience or limited professional socialization to draw upon.

   b. Non-teaching continuing education, in part, falls under the remedial category in that teachers often find themselves called upon to perform duties, work with communities, take leadership positions in unions, and so on, for which teacher education or classroom experience provides no preparation.

3. Motivational continuing education addresses the needs of school personnel who find traditional practice or personal stimulus lacking as they approach the problems and learning needs of their students or other client groups. Teachers finding themselves in an instructional rut may need additional education to provide tools and motivation to change or improve. Left unattended, a pattern of unmotivated routine work can lead to obsolescence in all forms of professional work.

4. Upward Professional Mobility continuing education is sought when personnel need new knowledge, skills, or credentials which will allow them to seek employment in jobs with higher pay, increased status, or in different locations. Such personnel often leave teaching work for other types of school and non-school jobs, including counseling, administration, curriculum design, and so forth. Others may simply move up on the salary scale.

Until recently, little thought has been given to which types of continuing education should be supported by state and local education

agencies. Several studies on continuing education as related to teacher effectiveness have not supported the contention that additional education for teachers has a positive effect on students' learning.[2] In fact, efforts to relate investments in teachers' extended professional training to student learning have been weak and fraught with measurement problems.[3] One of those problems is that typical measures of educational attainment have been based on years of schooling, advanced degrees earned, courses taken and the like. To condemn the investment of public funds for continuing education on the basis of such studies is to disregard a critical problem associated with past practice, namely, the misplaced allocation of resources for professional development.

If school districts reward teachers for simply extending their professional training without regard to how that schooling relates to teaching work, the district must rely on chance that such training will improve performance in the classroom. Schooling is a labor intensive industry. In Illinois, typical of most states, the costs of education are dominated by instructional costs, mostly salaries (56.2 per cent, including teacher and principal salaries).[4] Part of the increased costs in salaries comes from local education agencies' reward structures that provide increased pay to teachers and other professionals on the basis of advanced schooling. What local agencies need is a closer scrutiny of their incentive systems to ascertain that continuing education is related to the district's achievement goals. School districts--and the local, state, and federal publics that pay the bills--cannot afford investments which return no benefits in terms of client-centered achievement.

Reviewing the four types of continuing education, the Continuing Education Task Force Committee noted that much of the public investment (either through direct support or reward) was in an area where the link between continuing education and work needs was weak. The Task Force did not recommend that teachers and other school personnel stop the practice of using continuing education for professional mobility; however, they thought that this should be a lower priority item for public investment than other types of continuing education more directly related to local education agencies' problems, motivational needs, and remedial skill development.

Recommendation: 62

<u>The highest priority should be given to the problem solving and motivational types of continuing education with remedial education priorities being defined locally</u>.

Other types of continuing education, particularly the professional mobility type, should be left to the personal investment of the individual employee. Yet this recommendation does not remove all the problems. One major stumbling block is a shortage of available continuing education programs that fit problem-solving, motivational, or remedial categories.

The literature on the subject shows that staff development programs typically are fragmented, short term, thrust upon teachers who have been given little opportunity to participate in designing them, and rarely tied to a conceptual framework. Where there is support or encouragement (typically salary scale rewards) for continuing education, the teacher must structure, pay for, and make time for his or her personal development. Few, if any, systematic analyses of client or organization problems have been used to plan staff development efforts. No wonder there is dissatisfaction throughout the education community with current in-service offerings. Teachers generally find little value in the typical fragmented, externally planned program. Administrators are dissatisfied with both teacher motivation and observable results. Taxpayers are unaware of the benefits of continuing professional development, if any exist.

> In-service teacher training is the slum of American education--disadvantaged, poverty stricken, neglected, psychologically isolated, with exploitation, broken promises and conflict.[5]

Although these comments were presented to the U. S. Senate nine years ago, a National Education Association publication gives a similar description in 1975:

> Piecemeal, patchwork, haphazard, and ineffective are the harsh words we have used thus far in pressing our indictment of in-service education.[6]

Although a bleak picture concerning the current state of continuing education has been painted thus far, the Committee believes that school personnel development activities designed to meet identified

organizational needs can be productive. Changes in present practices and the inclusion of involved personnel in planning faculty development efforts will lead to more sustained, comprehensive, conceptually sound, and problem-oriented continuing education. For maintenance of student-contact personnel*, the most valued (and expensive school resource, development and improvement efforts are too important to neglect. Several factors highlight the need for state-supported continuing education: declining enrollments, stable or declining economies, reductions in teaching force, failing bond issues, and others. These phenomena clearly indicate that the personnel now employed by the schools will remain in their positions for some time to come. With some notable exceptions, local school districts are unable or unwilling to provide financial support for continuing education programs tied to identifiable local needs. Unless states are willing to step in, a stable professional force will be left without the support of and opportunity for problem-oriented continuous development.

The financial investment in elementary and secondary education has risen dramatically in the United States since 1960. During those sixteen years costs have increased from $18 billion to $75.1 billion.[7] With 80 to 90 per cent of those costs tied to salaries, there is a tremendous investment in human resources; yet, relatively little is invested in the continuous maintenance of the professional staff through development. Many occupational areas, including business, industry, other professions, and the military, invest heavily in continuing education for their personnel.

Few school districts have set aside significant funds for the development of instructional staff. Where such expenditures are made, they have been to reimburse personnel for advanced degree programs and sabbatical leaves for ad hoc institutes, and so on. Such approaches, particularly the course-by-course approach to postgraduate academic work, are clearly the reason for the dissatisfactions expressed earlier.

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*Student contact personnel are those individuals whose primary employment functions must be performed by coming into contact and interacting with students. For most readers of these recommendations, the essential student contact personnel are the teaching faculties in local elementary and secondary schools.

Nevertheless, developmental projects to improve teacher effectiveness have been advanced. Efforts to disseminate such technologies have been blocked by forces operating both within and without school systems. One of those barriers has been the lack of a systematic staff development effort focused on specific needs of teachers and their students. Another has been a failure to set aside time for teachers to analyze, experiment with, and evaluate the appropriateness of new techniques to the teacher's work situation.[8] The literature on resistance to change in education indicates that the preparation, context, and daily conditions of education work often act to hinder professional development. Teaching, for example, is characterized by limited preparation, task performance that is isolated from professional peers, weak authority to act, few opportunities for staff development, and insufficient time for personal growth activities.[9]

Teachers, both individually and through their local, state and national organizations, are moving to change some of these circumstances. There is advocacy for state and federal support for centers to be operated by teachers to meet needs defined by teachers. Professional power and control issues also apply to continuing education activities. Given the demands their work makes on them, teachers want to be compensated for staff development efforts in the form of time away from day-to-day classroom responsibilities, funds for attending courses and workshops, financial reimbursement for time spent on continuing education beyond the established work day, to give a few examples.

There is ample evidence that continuing education programs for the improvement of teaching performance must command the commitment of participants.[10] That commitment can be achieved only if the programs are clearly perceived to meet the participants' concerns, needs, and problems. Teacher involvement in problem definition, program planning, and implementation of continuing education programs is the most appropriate means to achieve necessary commitment.

The Task Force recognizes the interests of teachers in its recommendations concerning continuing education. There must also be a commitment on the part of school district governing bodies and administrators, without whose support a neglect of continuing education

efforts will continue.

Many organizations recognize the threat of obsolescence that rigidity of practice, stemming from the neglect of continuing education poses for their operating work force. IBM, for example, requires nearly 80 days a year of schooling or professional development activities for their service personnel. These professional development opportunities are supported and funded by the company. School districts, however, have been relatively unique in neglecting investment in the care and maintenance of their most important human resource, teachers.

A typical means used by school systems to upgrade performance and stimulate the introduction of new ideas has been the infusion of "new blood," that is, the hiring of new faculty and staff persons. This option is rapidly losing its viability. In the state of Illinois, for example, not only is it nearly impossible to hire new staff and faculty, but also many recently hired personnel are being threatened with dismissal due to financial problems in local districts. Therefore, faculty and staff will remain relatively stable, growing in maturity--trends that seem clear. The median age for Illinois teachers is 33 with 7.4 years of experience for elementary teachers and 8 years for high school teachers.[11] Without strong and sustained opportunities for continuous development, teachers cannot be expected to retain essential vitality, and severe limits will be placed on expanded knowledge and skill as a base for performance.

Where will the support for continuing education come from? The National Center for Education Statistics estimates that approximately $49 million was spent (1972-73) by the federal government on the education for staff in local education agencies,[12] a figure representing about .08 per cent of the total expenditure on elementary and secondary education. There is no expected change in the federal government's willingness to provide additional financial resources, and local support for much-needed continuing education has been limited and erratic. The fact that local resources are stable or declining indicates no major increases ahead in funding for professional development.

The states have the plenary power to operate public education

programs for elementary and secondary school children. It is clear that unless state legislatures and offices of education take the initiative in providing resources for continuing professional development of student contact professional personnel, efforts in this area will remain under-financed and sporadic, with few ties to the problems and needs of local education agencies. Legislation in Illinois affecting in-service staff development in effect as of January 1976 is summarized in Appendix C. Legislation, with appropriate code citation, which constitutes the basic legal structure for the development and implementation of in-service staff development programs is organized according to the following headings: attendance, calendar, grants, finance, in-service authority, in-service categories, in-service participants, in-service subjects, leave of absence (sabbaticals), and state and local boards of education.[13] It is from the above background that the Illinois Policy Project makes the recommendations that follow:

Part 2 Recommendations and Rationale For:
A Statewide Continuing Education Program

Recommendation: 63

The Illinois General Assembly should provide for a five-year experimental categorical aid program which would provide grants to local education agencies or institutions of higher education in collaboration with one (or more) local education agency for the continuing professional development of student contact personnel.

Rationale

Throughout this report, Task Force recommendations have placed a heavy burden on local education agencies. They have been asked to meet local education needs through a rigorous employment program. Teacher education and certification programs cannot provide assurances that teachers will be able to perform well in specific contexts. Local education agencies are left with the responsibility to employ personnel who can meet the demands of those specific contexts. These teaching situations change over the course of a professional's career. Teachers may find that jobs for which they were initially employed either no longer exist or have been significantly altered. For example, student population characteristics may shift; teaching assignments may change; teachers may be asked to teach in teams, open classrooms, experimental programs, etc. More effective teaching methods become available, leaving stagnant teachers with obsolete skills. In short, the local education agency needs support in meeting the demands of a dynamic learning community.

The Task Force first proposed a comprehensive program in the form of an entitlement for all school districts, supported by a per-pupil allotment for each district in the state. Given the limited knowledge of the costs and benefits of continuing education programs and the desire to see that a variety of processes are encouraged, the Task Force recommends an initial five-year program for which school districts or institutions of higher education would apply on a competitive basis for the available continuing education funds. The program would

not mandate a single format or process for local projects. Rather, it would support and encourage a variety of methods so that internal and external evaluations could assess the potential benefits. This diverse experimental approach would allow local school districts to apply individually, in consort with other districts, or in collaboration with institutions of higher education.

Recommendation: 64

The planning and operation for continuing education projects should be initiated and implemented by local professional development planning councils. These groups should include representatives from the classroom teaching faculty (at least 50% selected by the teaching faculty(ies) in the local education agency(ies), the administration, community (designated by the local board, and institutions of higher education (with teacher education programs).

Rationale

During the experimental five-year phase of the program, proposals will be funded on a competitive basis; local education agencies (LEA) or institutions of higher education (IHE) could apply for one-year planning grants. Such grants would allow projects to be developed with technical assistance from IHE or Program Service Teams.* With such help, all local agencies would have the opportunity to apply for program funds. Henry Levin identifies three typologies of local school districts in regard to seeking external funds for project support: (1) the capable and curious group, (2) the external appearances group, and (3) the lethargic group.[14] The "capable and curious" districts are those that have an established practice of seeking funding for programs to meet local needs. The "external appearances" groups become knowledgeable about funding programs and apply in order to give the

*Program Service Teams, a new phenomenon in the Illinois Office of Education, are free floating groups of professional personnel assigned to various regions of the state. They provide local education agencies with technical support unavailable in the district, such as evaluation, planning, funding, etc.

appearance that they are making improvements; however, they often conduct programs with little substantive change from present practice. The "lethargic" groups are not necessarily lazy, but they rarely seek funds for special purposes. Often they are uninformed about the availability of external funding programs. The recommendation is designed to support the "lethargic" districts by providing assistance from the Illinois Office of Education and to encourage IHE's to participate through collaboration with such districts.

Funds must be provided for the Illinois Office of Education to operate the new program, including initiating funding for planning grants, preparing and issuing guidelines, reviewing proposals, administering project funds, and providing for external evaluations and analyzing/disseminating internal evaluations.

The Illinois Office of Education should be charged with making annual reports on the progress of the program and the results of project evaluations to the State Board of Education and the education committees of the Illinois General Assembly. The fifth year report should include recommendations for the continuance of the program or for changing it to a statewide categorical aid program available to all districts, with acceptable proposals funded on the basis of a per/teacher or per/pupil allotment for continuing professional education.

Plans for continuing education will be directed to the needs of student-contact personnel in general and teachers in particular. There is no intent in this proposal to exclude other personnel from participating in professional development programs funded by the state, but involvement of administrators and others should be tied to the objectives determined by the needs of student-contact personnel.

All proposals must include plans which incorporate the following elements:

Recommendation: 65

Each proposal for continuing education projects must include the results of a systematic attempt to identify the needs of student-contact personnel in a local school district. Needs should be determined by teachers and other professional educators.

The assessment of needs should be conducted by the professional development planning councils.

Recommendation: 66

The proposal should include the objectives designed to meet the needs identified from the above effort.

Rationale

It is the intent of this recommendation that all continuing education projects should address the priority problems of the student-contact personnel in each local education agency. Staff development projects should be focused on the problem solving, motivational, and beginning teacher remedial types of continuing education described in Part 1. Professional development must include a sense of commitment by the participants to the goals and objectives of the project. It is unrealistic to believe that this critical sense of commitment can be obtained unless the participants are involved in identifying the problems which the project is designed to ameliorate.

While the analysis of needs and the statement of objectives can be made with the cooperation of external professional educators and interested publics, the project plan itself should follow a problem-solving structure in which (1) problems are identified, (2) objectives are set forth to address priority problems, (3) both internal and external resources and constraints are assessed, alternative solutions are described and reviewed, and (5) program planning decisions are made. The objectives and expected outcomes for the plan should be clearly stated.

Recommendation: 67

Each proposal should include a continuing education plan for meeting identified objectives in the local school, local school district, or consortium of school districts. The process of continuing education should not be constrained by any model imposed on the project by the state.

Rationale

It is essential for program plans for continuing education to be related to objectives which, as the Task Force recognizes, could be accomplished through a variety of procedures, technologies, and structures. Drawing upon a diverse set of processes in approaching local problems, such plans might well include:

(a) school site staff development

(b) intra-district programs

(c) interdistrict consortia in cooperation with higher education institutions

(d) collaborative projects with professional education programs in higher education

(e) support for local school-designed projects (a competitive grant program within the district reviewed by the planning group or their representatives)

(f) teacher center(s)

(g) combinations of the above or alternatives not listed here

Where IHE's are involved in programs, there must be an institutional commitment to the project not simply entrepreneurial involvement in an ad hoc way by individual educators. Such commitment will help assure the availability of a wide range of resources for programmatic operations.

Proposals must make provisions for teacher time away from routine tasks and include costs for substitute pay or student supervision to cover released time for project participants. There must be adequate time for participants to devote to development tasks.

Recommendation: 68

A plan for internal evaluation which will account for (a) the allocation of project funds, (b) the adequacy of implementing the continuing education process, (c) the extent to which objectives have been achieved, and (d) the dissemination of the project description and evaluative information.

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Rationale

The experimental nature of the categorical aid program demands that local efforts be evaluated and results disseminated for analysis by policymakers, Illinois Office of Education personnel, and other professional and public groups. The intent of these recommendations is that the proposed experimental program culminate in a comprehensive state program for all school districts, and knowledge gained from the results of projects funded during the initial years of the program will form the foundation for the comprehensive program.

The evaluations must include both process and outcome assessments. When cost accounting is given, cost benefit analyses can be made. The information policymakers will need for future continuing education decisions can come in large measure from internal evaluation of each project funded during the experimental phase.

Recommendation: 69

Each project must submit a plan for "beginning teacher" continuing professional development. Such plans should be targeted on the specific development and socialization needs of the new teacher, teacher entering teaching in a new context, and/or teacher returning to teaching work after a period of absence.

Rationale

Most teachers have problems that can be addressed by the continuing education projects; yet, this recommendation identifies the particular problem of the beginning teacher as deserving special treatment in each school district's funded project. First, the Certification Task Force has specifically rejected the idea of using recertification as a tool to screen practicing teachers. Second, it is recognized that as a credential signifying the completion of an approved course of study and nothing more provides no performance guarantees. Third, the initial training for specific institutions, except in the rare instances where clinical experience takes place in the same location as initial employment. Finally, practice prior to the start of a teaching career is limited. One Task Force certification recommendation is for more

extensive clinical work, but at present there is little support for helping the beginning teacher make the transition from the campus to the classroom. As Dan C. Lortie notes:

> One of the striking features of teaching is the abruptness with which full responsibility is assumed. In fact, a young man or woman typically is a student in June and a fully responsible teacher in September. "Beginning teachers" are on probation and usually receive more supervision than their experienced colleagues, but their daily tasks are essentially the same. It is no accident that some refer to this as the "sink-or-swim" approach.[15]

In light of the recommendation that continuing education for school-based professional educators be the primary responsibility of the local education agency (working, where appropriate, in cooperation with the education units of IHE), the need for plans to meet the specific needs of beginning teachers becomes more acute. Further, the problems of the teacher new to the profession are experienced to some degree by teachers entering new teaching contexts. Hence, the recommendation sets forth requirements for projects whose context should be specific problems in the children's learning setting. Such plans may be integrated within broader aspects of a continuing education project so long as the primary emphasis is on the concerns/needs of the beginning teacher. Participation in such projects should be part of beginning teachers' tenure review.

Recommendation: 70

Each proposal must contain a statement of agreement by the professional development planning council and the local school district(s) board(s) of education.

Rationale

The research on staff development and organizational change cited earlier underscores the need for a sense of ownership of and commitment to projects by the participants and the organizational leaders/administrators alike. This recommendation is to assure that both teachers and local governing boards agree to the continuing education program plan.

There is little point in arguing over whether a top-down or bottom-up initiation of a change is more effective, since adequate evidence shows that commitment is needed for both top and bottom levels of organizational structures.

Recommendation: 71

Institutions of higher education are eligible to operate as the funded agency for continuing education programs involving one or more school districts when such institutions have been identified by the local professional development planning council(s) and boards of education.

Rationale

When a project is structured around a consortium of one or more school districts and an IHE, any of the participating institutions may be designated as the funded agency. This will increase operating flexibility and provide for alternative models for review during the experimental phase of the program. The inclusion of higher education is one means to enhance the application of knowledge derived from external sources of research and development making such applications to teaching and administrative practice in schools is a complex and difficult task. The use of new knowledge is one of the most neglected areas in educational organizational development. Part of the problem is a conviction that knowledge or techniques can be developed, packaged, and delivered to schools for their immediate use. Havelock, et al.[16] have described this traditional view as the "Research-Development-Diffusion-Adoption" (RDDA) linear concept of organizational change.

Central to the RDDA perspective is the view that the user (teacher, administrator, other personnel) is passive. Little effort is expended to develop a sense of ownership or commitment for the new technique or to implement the innovation. Largely ignored are such questions as: Is it designed to meet user needs? Can it be adapted to the local situation? Is training needed for the user?

Havelock also described a "problem-solver" orientation to change emphasizing the need to identify problems at the local level, generate solutions from available resources, and involve users in the problem

identification, planning, and implementation stages of change. The Task Force clearly favors the problem-solving perspective for continuing education endeavors, with IHE's included in the planning groups, as project partners or funded agents to encourage the use of knowledge resources beyond the school or district. Collaborative arrangements between LEA's and IHE's make possible a wider resource pool. IHE's with knowledge production and dissemination missions can add significant support to the continuing education projects.

Summary

The Task Force makes no specific programmatic recommendations; but insists that certain objectives be met:

--the plan must address the specific objectives identified through an assessment of problems/needs of student-contact personnel;

--the plan must provide for specific continuing education for beginning teachers;

--the plan must include an internal program evaluation and reporting system;

--the plan must be agreed to by the planning group and the school board.

Part 3 Recommendations and Rationale For:
A Beginning Teacher Clinical Professional Development Project

Recommendations

Recommendation: 72

The Task Force Committee on Continuing Education recommends that the Illinois General Assembly provide for an additional experimental project specifically designed to increase the clinical experience of beginning teachers.

Rationale

Internships in realistic work situations are relatively limited for the teacher education student when compared to other professions. Lortie and others have commented on the "sink-or-swim" type of abrupt socialization of teachers. Although teachers often claim that student teaching was the most beneficial part of their training program, little is known about the effects of clinical experience on future teaching work. Various proposals have been put forth to extend the pre-service training period for teachers, increasing opportunities for clinical experience under the supportive supervision of practicing teachers and teacher educators. Public policy in support of additional clinical work designed to enhance teaching effectiveness can be gained only after experimentation with residential clinical programs for graduates of teacher education programs yields new knowledge.

The Project Plan

The five-year Beginning Teacher Internship/Clinical Year Project would operate in three experimental sites in the state of Illinois as a test of the feasibility and effectiveness of an intensive year of supervised teaching experience beyond completion of the undergraduate preparation program for teachers. Applicants would be limited to graduates of state-approved programs, selected according to specific criteria described in a program plan submitted to the Illinois Office of Education. Each of the three projects would be operated by a

designated LEA in collaboration with one or more education units within IHE's with state-approved teacher education programs. Participation by students (interns), LEA's and IHE's would be voluntary. Issued to the cooperating school districts and IHE's for the first year of the Project planning grant awards would be determined by the strength of the commitments to carry out the Project, the resources that could be allocated to it, and the adequacy of the planning design.

Recommendation: 73

Each Project plan must provide for: a selection process for identifying participants from among the applicants. Participation should be limited by the ability of the project to provide clinical experience under supportive supervision.

Recommendation: 74

A clinical/year program plan including:

(a) provision for reduced classroom teaching loads for participants in a variety of settings;

(b) provision for on-site staffing seminars designed to address the special concerns and problems of the beginning teacher, introduce a variety of instructional technologies, and provide students with a variety of self-assessment skills;

(c) adequate staffing arrangements involving a professional faculty and support staff to implement the various components of the project;

(d) provision for facilities to meet project needs;

(e) a process of supervision and professional development counseling for program participants;

(f) other programmatic efforts designed to further the development of participants.

Recommendation: 75

An evaluation design which would include provisions for both internal and external evaluations. External

evaluation components should be operated under the aegis of the Illinois Office of Education. IOE should have the flexibility to contract with evaluation experts for process and outcome evaluations.

The student interns would not be considered part of the tenure-line faculty of the participating LEA. In-place teachers from the LEA's could be used as faculty for the program if they were given adequate time to prepare for participation and to work in the project. Tuition arrangements, academic credit, degree program designs, and such, would be left to the cooperating IHE for each project.

IOE would be responsible for working with the projects to disseminate program descriptions, evaluative information, and other appropriate data. IOE would also be responsible for making recommendations to the State Board of Education and the General Assembly with regard to expansion, revision, or elimination of the project following the experimental period.

Part 4 Further Considerations and Concluding Recommendations

The Task Force on Continuing Education reviewed and rejected the possibility of tying a fifth year of academic or field-based clinical experience beyond a bachelor's degree to the certification process (sometimes referred to as a fifth year program mandate). The Task Force concluded that there is not enough evidence at this time to justify a state mandate for an additional year; however, any program receiving state approval could be designed for completion over a five-year period (or even longer). Determining the time period would be the prerogative of the institutions offering professional education programs for school teachers. The state of California for example, requires beginning teachers to complete the equivalent of a year's academic work in education or disciplines related to their teaching assignment beyond the bachelor's degree in order to acquire full certification.[18] Although such plans were rejected by the Committee Task Force as part of the certification process, each local school district would be free to stipulate, as a condition of employment, requirements for continuing education.

One of the Task Force's considerations was a review of continuing education mandates in other states at present. Although the primary responsibility and rewards for continuing education rest on the LEA's this does not absolve state education agencies and IHE's from responsibilities in the matter. If the tests of employment are to meet current legal mandates, motivate improvement-directed continuing professional education, and provide for the general improvement of professional practice in schools, support is needed from all three partners in the professional development systems. The two recommended experimental programs involving the state would provide further knowledge regarding the value of continuing education originated by LEA's and designed to provide intensive clinical experience for beginning teachers.

Concluding Recommendations

The following provisions should be part of the legislation establishing the continuing education categorical grant program and the

experimental beginning teacher Project funding:

Recommendation: 76

Funds should be provided for the Illinois Office of Education to assess local, state, and federal support for teacher education in the state of Illinois.

Rationale

The study of current allocation policy for teacher education, beginning and continuing, is essential for intelligent policy considerations. Discovering where and how funds are allocated for initial and continuing education for school personnel will help determine whether current practice is in line with policy priorities. Legislation has a habit of taking on a life of its own. Government programs often continue on their respective courses even though realities change, priorities shift, and new problems develop. In times of economic growth, new programs are simply added to the old. Today that option is both weak and mindless. If there is a growing need, as suggested here, for continuing education, the state must be able to determine where funds can be obtained for the required support. The recommended study is designed to inform this process of funding allocation by discovering means of directing available funds to identified needs and eliminating spending where it is no longer needed.

Recommendation: 77

Continuing education programs funded under the provisions of the recommended Program or Project should be encouraged to integrate local and federal (if available) fiscal resources with the state grant funds and to integrate programs supported from more than one source (if feasible under the provisions of federal grants).

Rationale

The problems endemic to continuing education of school personnel include program fragmentation, misdirected resources, and weak fiscal

arrangements. Support of continuing education programs can be enhanced when school districts are encouraged to integrate funds from local, state, and federal sources. Many locally funded staff development programs could be improved, expanded to reach larger numbers of participants, or encouraged to utilize external resources with increased support. Where federal funds are available for local school programs, many of these grants have provisions for teacher (and other professional staff) development. By integrating these with the grants for the recommended Program or Project, fragmentation would be decreased and funding increased. One avenue to increased integration of local, state, and federal support is being proposed in California. Assembly Bill No. 3407 would require:

> "...each elementary, high, and unified school district to provide for the expenditure of at least 5 per cent of various federal and state funds for the implementation of one or more programs designed to improve the job-related competencies of certificated personnel.[19]

The state of Illinois should explore similar measures. The California bill specifically designates "school-site professional development programs."[20]

Like the Task Force recommendations, the California bill's aim is for participation in a wide variety of professional development programs. There is no delineation of a single structure for continuing education projects.

Recommendation: 78

Continuing education programs funded under the provisions of the Program or Project recommended herein must be established to improve the instructional performance of student contract personnel. No legislative or guidelines, however, should mandate a particular method or procedure for the continuing education projects.

Rationale

Along with the Task Force's clearly indicated conviction that each school district or school should design continuing education pro-

grams around local student-contact personnel needs, it is necessary to specify that enabling legislation or implementing guidelines must be written to ensure necessary diversity in program structure and content. In line with recommendations that the two five-year experimental programs will help determine the appropriate course of future continuing education support, the dissemination of programmatic and evaluative information regarding exemplary programs is urged. This will allow other school districts to review a diverse selection for applicability. It would be inappropriate to mandate any given type of program for all schools or districts participating in continuing education projects. Legislation extending or expanding these programs beyond the recommended period should continue to allow for diversity. The legislation recommended here should specifically preclude the state education agency from formulating prescriptive or proscriptive guidelines concerning program procedure or content.

NOTES FOR CHAPTER V

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2. Eric Hanushek, "The Values of Teachers in Teaching," American Economic Review, May 1971.

3. Harvey A. Averch, et al., How Effective is Schooling? A Critical Review of Research, A Rand Educational Policy Study (Englewood Cliffs, New Jersey: Educational Technology Publications, 1974).

4. Illinois Education in 1975: Progress and Problems, Joseph M. Cronin, Superintendent (Springfield, Illinois: Illinois Office of Education, 1975), p. 40.

5. D. Davies, Notes and Working Papers Prepared for the Senate Subcommittee on Education, April, 1967.

6. Roy A. Edelfelt and Gordon Lawrence, "In-Service Education: The State of the Art," Rethinking In-Service Education (Washington, D.C.: National Education Association, 1975).

7. The Condition of Education, 1976 (Washington, D.C.: National Center for Education Statistics, U. S. Government Printing Office March, 1976).

8. Neal Gross, J. B. Giacquinta, and M. Bernstein, "Barriers to the Implementation of the Innovation: Obstacles Encountered by the Teachers," Chapter 6 in Implementing Organizational Innovations (New York: Basic Books, 1971), pp. 122-148.

9. Gerald Zaltman, David H. Florio, and Linda Sikorski, "Forces For and Against Change in Education," Chapter 2 in Dynamic Educational Change (New York: Free Press, forthcoming publication due February 1977).

10. Ibid.

11. "Illinois Education in 1975: Progress and Problems" (1975).

12. The Condition of Education (1976).

13. Hannah N. Geffert, Robert J. Harper, II, and Daniel M. Schember. State Legislation Affecting In-service Staff Development in Public Education. Lawyers' Committee for Civil Rights Under Law, Washington, D. C. March 1976, pp. 73-76. Copyright material reproduced with the permission of the authors.

14. Henry Levin, "Critical Comments Made on the Draft Report, Illinois Policy Project National Dissemination Conference, Evanston, Illinois, May 17-18, 1976.

15. Dan C. Lortie, Schoolteacher (Chicago: University of Chicago Press, 1975), pp. 59-60.

16. Ronald A. Havelock, et al., Planning for Innovation (Ann Arbor: Center for Research on the Utilization of Scientific Knowledge, Institute for Social Research, University of Michigan, 1971 (second printing).

17. Ibid.

18. California Education Code, "Teacher Preparation and Licensing Law of 1970," Section 13102.

19. "Legislative Counsel's Digest" AB 3407, Introduced by Assemblymen Hart and Vasconcellos, March 10, 1976 (Amended on May 5 and April 15), California Legislature, 1975-76 Regular Session.

20. Ibid., Article 6.5, 13540, p. 10.

APPENDIX A

Individual Comments and Minority Reports

Joseph M. Cronin
State Superintendent of Education
Illinois Office of Education

The Project has helped me separate the functions of assuring minimum standards--certification and teacher education program approval process, legal and public--and voluntary and private accreditation which may attest to some special qualities of a place.

Also, I now see more clearly the need for much more attention to the continuing education or "staff development" of teachers and colleagues. I would propose a mixture of:

1. Teacher centers, essentially locally run by teachers themselves for needs they identify;
2. short workshops on issues important to the state (metric, mainstreaming, human relations training, etc.) and sponsored by agencies, colleges; or
3. conventional degree courses or semester hour programs paid for by the individual or local schools.

One fallacy is to assume that initial teacher certification suffices for 20 or 30 years. Provisions for renewal must be further developed by the states. Money now available exclusively for initial training or for single day teacher institutes should be redistributed to alternative formats for inservice teacher education.

Susan K. Bentz
and
Lawrence D. Freeman
Illinois Office of Education

The Illinois Office of Education staff members associated with the Illinois Policy Project have appreciated the opportunity to work with the task forces. The discussions of the task forces and several recommendations have served to clarify some of the problems staff have been aware of for some time. These discussions have also reaffirmed, in part, the directions being pursued by the State Board of Education. In this document, as probably in any document prepared by a group, there are passages that we would rewrite to secure a different emphasis, sentences

we would delete and other editorial changes we would make. While we, undoubtedly like others, would prefer that our language be used and some ideas given more emphasis, the document generally treats the subject adequately. There are, however, some specific points and some specific passages, to which the staff feels it necessary to respond. Specifically, these passages occur in the discussion of state mandated program approval.

One of the problems confronted by the task force on accreditation and program approval has its source in the apparent similarity between state-mandated approval systems and voluntary accreditation and the alleged duplication of effort occasioned by the co-existence of these two systems. This report tries to distinguish between the purposes and policy implications of state-mandated and voluntary systems and assists in separating the functions of the state and voluntary accrediting in assuring compliance with essential standards. However, the staff would call attention to some of the report's arguments and urge caution as some concepts are further explored. At one point the report presents an argument that assumes that states have underway "attempts to curtail the growth of higher education." This argument would have it that "states are primarily concerned with approving programs for teaching positions within their borders" and do not attend to "problems of professional need on a national basis." Further, according to this argument "stimulating improvement in professional education" may not "be in accord with a state program approval unit's goal to reduce the number of programs." The argument concludes that "the regulatory role of program approval.../is/ incompatible with the program review and improvement functions and the advocacy position of the accrediting agency."

The Illinois Office of Education staff urges that this passage be read in its proper context. Program approval must be primarily concerned with approving programs for preparing personnel for roles existing in a specific state; each state is responsible for determining how school personnel are to be prepared, what curricula will be established, and allowable ways of deploying school staffs. Discharging this function, however, does not necessarily lead to unabated parochialism and a lack of concern for "problems of professional need on a national basis." Several states explicitly depend on recommendations of national disciplinary-oriented groups in approving programs; all states are routinely involved in matters surrounding reciprocity of certification, matters which consistently raise issues concerning the profession on a national basis. The issue raised by the task force appears to be that the means states adopt, through the political process, to realize their perceived interests may conflict, from time to time, with the "problems of professional need on a national basis." The extent to which these conflicts currently exist or are likely to emerge is not thoroughly examined by the report. Rather, in this part of the report, there is an assumption that recent centralization of powers in the state affecting teacher education, and the assertion of those powers, threatens the historical role of voluntary associations in the decision-making process. The staff suggests that a more extensive examination of the apparent shift in the respective roles of voluntary groups, including voluntary accrediting associations, and of state governments is necessary. It may well be that an examination of the ways

in which states are asserting their discretionary powers would lead to the creation of safeguards that would assure that both state interests and the legitimate interests of professionals, institutions and others are equitably treated.

The report also indirectly speaks to the questions of supply and demand for educational personnel. This question is difficult and complex because generalizations concerning the state of supply and demand are likely to oversimplify realities and ultimately lead to the development of unwise policies. For this reason, the report asserts that the need for personnel to work in nonpublic school settings "would not be publicised by state agencies interested in cutting back the number of schools, colleges, or departments of education in the state." This observation, like the earlier one we discussed, suggests that the writers of the report perceive the traditional independence of higher education institutions to be threatened by increasing centralization and intervention of authority and policy-making at the state level. These issues, from the staff's point of view, deserve more adequate treatment than provided in the report. The recent radical shift in the supply and demand for educational personnel requires sensitive responses from the profession, the state, and institutions of higher education. Alarmist or oversimplified responses to this novel situation may well serve no one's interests; at the same time, it must be recognized that rational response to those interests may well require the development of new or modified missions for some components involved in the profession of education.

The report states that "stimulating improvement in professional education may not be in accord with a state's program approval unit's goal to reduce the number of programs." The staff finds this observation somewhat perplexing, for it assumes what can only be characterized as irrational behavior by the state. It is simply more rational to propose that a state would respond to the necessity of reducing the number of programs by assessing the quality of existing programs, approving those with the highest quality and the promise of achieving even better performance, and eliminating or improving those of low or marginal quality. As states have begun to implement more rigorous program approval systems, the record to date suggests that they have not only encouraged but mandated improvements in teacher education. Ohio, for instance, has given some institutions two years to improve; Illinois in the past three years has found deficiencies in, and ordered remedy of, them, in various programs of some twenty institutions; and Texas has required a large state university to comply with state standards.

The staff respectfully urges that the section of the report discussed above be read with care and along with the observations it has made. As our discussion suggests, the staff's review of the report has suggested that the major issue raised in the section on program approval and voluntary accreditation is the emerging realignment of authority between centralized state agencies and voluntary associations. If only because voluntary associations have, on balance, played an important role in improving the preparation of educational personnel, this realignment

needs to be approached carefully and deliberately. At the same time, some of the problems currently demanding attention appear to require a broader perspective and greater powers than a single voluntary association can, and perhaps should, acquire.

The development and enforcement of standards provide an example of a current problem. This problem is not new. Historically, establishing of processes insuring meaningful assessment of the quality of institutions and programs has occasioned continuing and, at times, bitter controversy. And no doubt such controversy will continue. The report recognizes the likelihood of such controversy and shies away from establishing even basic principles that should be observed in developing standards and related indicators of quality. The staff suggests that two basic principles should be observed in the process of developing standards:

(1) The standards should insure that candidates in programs are not treated arbitrarily or capriciously on grounds irrelevant to assessments of their performance and their potential as school personnel;

(2) Standards should insure that the programs sponsored by institutions have a rational and demonstrable relationship to the demands and requirements of the roles for which persons are being prepared.

Once these basic principles are adopted, the development of rationally related standards and quality indicators can proceed with relative ease. Attempts to develop standards apart from such a set of principles is likely to cloak the process in mystery and lead to the creation of irrelevant and arbitrary standards.

The technology available for the enforcement of any set of standards developed by a state or a voluntary accrediting association is at present relatively unsophisticated and has not yet achieved the reliability characteristic of the technology in other areas of education. Thus, the staff was particularly heartened by the reports' discussion of the necessity of assuring that preparation programs be manifestly related to the roles candidates will eventually assume. This position is in accord with the spirit of federal civil rights legislation and holds the promise of improved programs and better prepared school personnel. The report does not address the question of how "job-relatedness" might be assessed and determined. The staff recommends that this question be made the center of attention in future efforts in improving teacher education. Indeed, such efforts may provide considerable assistance in developing standards and indicators of quality.

The problems in enforcing a set of standards receive considerable attention in the report. The task force in considering these problems, including demands on the resources of institutions of higher education, is attracted to recent proposals developed in voluntary accrediting circles and proposes a system of enforcement based on an "auditing"

procedure. This proposal is intriguing and holds some promise in contributing to the improvement of approval and accrediting systems. But the advocacy of such a system should proceed with caution. The validation of information and routine collection of data from institutions is obviously an important aspect of such systems. However, the experience of the staff in working with an approval system suggests that the character of decisions to be made requires judgments that can be responsibly made only in the context of a more elaborate, more time-and-resource consuming process. Decisions that are attentive to the desirability of diversity in teacher education, to the degree of job-relatedness evident in the program, and to the interests of state, of institutions and other parties require not only detailed information provided by an institution, but information provided by other sources.

A Statement Submitted by the Following Task Force Members:

Marty W. Babel, Certification Task Force, Teacher, St. Charles, Illinois

Fred Husmann, Accreditation/Program Approval Task Force, Illinois Education Association

Curtis Plott, Certification Task Force, Illinois Education Association

Jean Tyrell, Certification Task Force, Student Illinois Education Association

Reginald Weaver, Certification Task Force, Teacher, Harvey, Illinois Illinois Education Association

1. The introductory chapter, which purportedly describes the context in which the recommendations were developed, contains numerous generalized assertions, many of which were never discussed in the Task Force meetings, and a few of which are documented in the Report. For example, the statement is made that "education is also under attack because the public feels that schools are not managed efficiently, that teachers are not performing well, and that students are not learning." Another example is "one result of the small number of job openings for newly trained teachers is that an important avenue of injecting fresh ideas and talent into the schools will almost be closed."

The chapter is rife with such assertions made without any supportive evidence to document their validity. These examples are indicative of the general tone of the chapter which ostensibly seeks to define the issues but in fact is merely a combination of popular overgeneralizations and the personal biases of the author(s). Only two sections--research issues and legal issues--have any significant documentation.

Such an introduction might be acceptable if it were clearly identified as one individual's interpretation of reality; however, it is unforgive-

able to present it as a summary of the deliberations of the Task Force.

2. The chapter on certification continues in the tone set by the introduction. The argument that "there is no reason to conclude that, because employment opportunities are in short supply, freedom of choice to enter the teaching profession be inhibited" ignores the opportunity to improve the profession by mandating more stringent requirements for entry into the profession. That argument is a direct contradiction of the earlier-stated tenet that the purpose of certification is to assure mastery of the essential bodies of knowledge, understanding of all facets of child development, and facility with all learning theory. It is also contrary to the subsequent discussion of the increasingly complex role of the teacher. The homogeneity which would result from imposition of standards of excellence should be encouraged rather than decried. Not only is teaching excellence not limited to any one ethnic, religious, or ideological group, but diversity can be fostered by improved standards.

The contention that there should be no criteria for entry into teacher training programs--that all who wish should be admitted-- is also totally inconsistent with the avowed purposes of certification. One need only look at the education of other professionals to discover that selectivity can be practiced and that it can be administered equitably so that both the need to assure quality and the need to control supply are met. To glibly dismiss any possibility of controlling the quality of trainees seeking entry into a profession as "foolhardy" appears to be a case of extending a specious argument to its illogical conclusion.

Recommendation 11 which blithely dismisses the possibility of mandating a fifth year of preparation as "premature" is yet another example of the failure to give serious consideration to a possible solution for a major problem expressed in the discussion of significant issues requiring attention. Throughout the paper, emphasis is placed on the increasing complexity of teachers' roles, the need for mastery of an expanding body of knowledge, additional pre-professional clinical experiences, and greater understanding of alternative teaching/learning methodology. The proposal for additional required training is discounted by a rationale which merely points to the potential problems. It ignores the increasing demand expressed by teachers for additional preparation prior to assuming professional status. Because the profession has neither reached agreement on all issues nor solved all potential problems should not prevent sincere efforts to strive for solutions.

The contradiction between Recommendations 11 and 72 is astonishing. The rationale for Recommendation 11 discards the concept, and negates the value, of an additional year of preparation while Recommendation 72 proposes an experimental version of that same concept. The "Further Considerations" section of Chapter V does not explain away this glaring inconsistency.

3. The recommendation for a new governance structure for certification is a thinly disguised proposal for reducing the influence of teachers in the governance of their own profession. The basic argument-- that greater diversity and public participation are needed-- is hollow because the State Board of Education is recommended as the final authority and all of its members are public representatives. Persons engaged in education are specifically prohibited from serving on the Board.

Joseph M. Pasteris, Co-Chairman of the Certification Task Force, Teacher, DeKalb, Illinois, concurs with item No. 3 above regarding the recommendation dealing with the governance of certification and program approval.

A Statement Submitted by The Illinois Policy Project Staff:
Robert H. Koff and David H. Florio

The concern about a statement in the Report relating to criteria/standards of entry into teacher training programs and assessment of the quality of trainees seeking entry to the profession is justified. As a consequence, the staff recommends that the following paragraph which appears on page 50 (Chapter II -- Certification Task Force Report) be deleted.

> It is crucial that this winnowing and selection process take place at the employment level and that those responsible for admitting young people to training programs not be charged with making those decisions before students begin teacher training programs. Trying to select the best potential teachers from among those qualified before they begin their training programs is foolhardy.

In the opinion of the staff it was the intent of the Certification Task Force to emphasize the difficulties of determining teacher competence prior to actual teaching performance. The above paragraph could be misinterpreted to mean that schools, colleges, and departments of education should not screen applicants for admission to teacher training programs. In later sections of the report dealing with program approval (Chapter III, Part 4), entry criteria are considered. In addition, the present program approval guidelines adopted by the Teacher Certification Board and employed by the Illinois Office of Education have standards that require institutions to screen applicants for admission to teacher training programs.

APPENDIX B

Papers Commissioned by the Illinois Policy Project:

Accreditation, Certification, and Continuing Education

Arnstein, George, "Teacher Certification: Is It an Art or a Science?" A Project Conference Paper, Chicago, Illinois, October 5-7. 1975.

Bentz, Susan K., "Historical Background: State of Illinois Processes and Structure of Certification and Program Approval in Professional Education." A Project Background Paper, Evanston, Illinois, January 1976.

Florio, David H., "Accreditation and Certification Policy Issues in Professional Education," Evanston, Illinois, October 5-7, 1975.

Hazard, William R., "Institutional Accreditation and Teacher Certification: Notes on the State of the Law." A Project Background Paper, Evanston, Illinois, January 1976.

Levin, Henry M., "Accreditation, Certification, and the Economics of Information." A Project Paper, Evanston, Illinois, July 1976.

Stiles, Lindley J., "National and Regional Accrediting for Professional Education Programs." A Project Background Paper, Evanston, Illinois, January 1976.

Wiley, W. Deane, "Certification and Accreditation in Illinois: Some Comments and Considerations." A Project Conference Paper, Chicago, Illinois, October 5-7, 1975.

APPENDIX C

Legislation in Illinois Affecting Inservice Staff Development: A Summary*

Illinois Annotated Statutes 1969; Supplement 1975-1976

Attendance, 122/24-3

Calendar, 122/10-19, 122/24-3

Finance:

- Compensation, 122/24-3
- County Institute Fund, 122/2-3.11, 122/3-12

Inservice Authority:

- Department of Transitional Bilingual Education, 122/2-3.39
- Local Superintendent of Schools, 122/2-3.16, 122/3-11, 122/3-14.6, 122/3-14.7, 122/24-3
- School Board Association, 122/23-2
- Superintendent of Public Instruction, 122/23-2

Inservice Categories:

- Counseling and Direction, 122/2-3.4, 122/3-14.6
- Meetings, 122/3-12
- Professional Educational Experience, 122/3-11, 122/24-3
- Teachers' Institutes, 122/2-3.16, 122/3-11, 122/3-12, 122/3-14.8, 122/10-19, 122/10-20.18, 122/24-3
- Training Programs, 122/10-22.39
- Workshops, 122/3-11, 122/3-12

Inservice Participants:

- Certificated Personnel, 122/3-11
- Non-Certificated Personnel, 122/3-11, 122/3-12
- School Board Members, 122/23-2

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*Hannah N. Geffert, Robert J. Harper, II, and Daniel M. Schember. State Legislation Affecting Inservice Staff Development in Public Education. Lawyers' Committee for Civil Rights Under Law, Washington, D. C., March 1976, pp. 73-76. Copyright material reproduced with the permission of the authors.

School Officers, 122/3-14.6

Teachers, 122/2-3.4, 122/3-12, 122/3-14.6, 122/10-22.39

Transitional Bilingual Education Teachers, 122/2-3.39

Inservice Subjects:

Bilingual Education, 122/2-3.39

Leaves of Absence (Sabbaticals), 122/10-21.1

Local School Board, 122/10-19, 122/10-20, 122/10-20.18, 122/10-21, 122/10-21.1, 122/10-22.39, 122/23-2

Local Superintendent of Schools, 122/2-3.16, 122/3-11, 122/3-12, 122/3-14, 122/3-14.7, 122/3-14.8, 122/3-14.9, 122/24-3

Reports, 122/2-3.11

Superintendent of Public Instruction, 122/2-3, 122/2-3.16, 122/2-3.4, 122/2-3.11, 122/3-14.7

122/2-3 Powers and duties

The Superintendent of Public Instruction shall have the powers and duties enumerated in the subsequent sections of this article.

122/2-3.16 Teachers' institutes

To authorize the county superintendent of schools to procure such assistance as may be necessary to conduct teachers' institutes.

122/2-3.39 Department of Transitional Bilingual Education

The Department of Transitional Bilingual Education has the power and duty to:

(6) Make recommendations in the areas of preservice and in-service training for transitional bilingual education teachers, curriculum, development, testing mechanisms, and the development of materials for transitional bilingual education programs.

122/2-3.4 Counsel with teachers

To counsel with teachers as to the best manner of conducting public schools.

122/2-3.11 Report to governor

To report to the Governor on or before December 1 next preceding each regular session of the General Assembly, the condition of the schools of the state for the preceding year, ending on June 30. Such annual report shall contain reports of the following...county institute funds.

122/3-11 Institutes or inservice workshops

In counties of less than 1,000,000 inhabitants, the superintendent of an educational service region may arrange for or conduct district, regional, or county institutes, or equivalent professional education experiences, not more than 4 days annually of which 2 days may be used as a teachers workshop when approved by the superintendent of an educational service region. "Institute" or "Professional educational experience" means any educational gathering, demonstration of methods of instruction, or visitation of schools held or approved by the superintendent of an educational service region and declared by him to be an institute day. With the concurrence of the Superintendent of Public Instruction, he may employ such assistance as is necessary to conduct the institute. Two or more adjoining counties may jointly hold an institute. Institute instruction shall be free to holders of certificates good in the county or counties holding the institute, and to those who have paid an examination fee and failed to receive a certificate.

In counties of 1,000,000 or more inhabitants, the superintendent of an educational service region may arrange for or conduct district, regional, or county inservice training workshops, or equivalent professional educational experiences, not more than 4 days annually. "Inservice Training Workshops" or "Professional educational experiences" means any educational gathering, demonstration of methods of instruction, or visitation of schools held or approved by the county superintendent of an educational service region and declared by him to be an inservice training workshop. With the concurrence of the Superintendent of Public Instruction, he may employ such assistance as is necessary to conduct the inservice training workshop. With the approval of the superintendent of an educational service region, one district may conduct its own inservice training workshop with subject matter consultants requested from the county, State or any State institution of higher learning.

Such teachers institutes as referred to in this Section may be held on consecutive or separate days at the option of the superintendent of the educational service region having jurisdiction thereof.

122/3-12 Institute fund

All examination, registration and renewal fees shall be kept by the county superintendent, together with a record of the names of the persons paying them. Such funds shall be the institute fund and shall be used by the county superintendent to defray administrative expenses incidental

122/3-12 (cont.) to teachers' institutes, workshops or meetings of a professional nature that are designed to promote the professional growth of teachers or for the purpose of defraying the expenses of any general or special meeting of teachers or school personnel of the county, which has been approved by the county superintendent.

122/3-14 Duties of county superintendent

The county superintendent of schools shall perform the duties enumerated in sections 3-14.1 through 3-14.22.

122/3-14.6 Directions to teacher and school officers

To give teachers and school officers such directions in the science, art and methods of teaching, and in regard to courses of study, as he deems expedient.

122/3-14.7 Official adviser and assistant of school officers and teachers

To act as the official adviser and assistant of the school officers and teachers in his county. In the performance of this duty he shall carry out the advice of the Superintendent of Public Instruction.

122/3-14.8 Teachers' institute and other meetings

To conduct a teachers' institute, to aid and encourage the formation of other teachers' meeting, and to assist in their management.

122/3-14.9 Elevation of standard of teaching-Improvement of schools

To labor in every practicable way to elevate the standard of teaching and improve the condition of the common school of his county.

122/10-19 Length of school term

Each school board shall annually prepare a calendar for the school term specifying the opening and closing dates and providing a minimum term of at least 185 days to insure 176 days of actual pupil attendance, computable under Section 18-8. Any days allowed by law for teachers' institute but not used as such shall increase the minimum term by the school days not so used.

122/10-20 Duties of school board

The school board has the duties enumerated in Sections 10-20.1 through 10-20.22.

122/10-20.18 Closing school during institute

To close the school during the holding of teachers' institutes.

122/10-21 Additional duties of board

Boards of education in addition to the duties enumerated above shall have the additional duties enumerated in sections 10-21.1 through 10-21.6.

122/10-21.1 Employment of teachers

To examine teachers by examinations supplemental to any other examinations and to employ teachers and fix the amount of their salaries subject to limitations set forth in this Act. Provided, that in fixing salaries of certificated employees school boards shall make no discrimination on account of sex; provided, further, that sabbatical leaves, with full or partial salary, may be granted in accordance with the rules of the board.

122/10-22 Powers of board

The School Board shall have the powers enumerated in Sections 10-22.1 through 10-22.45.

122/10-22.39 In-service training programs

To conduct in-service training programs for teachers.

122/23-2 Boards may form or join associations

School boards are authorized to form, join and provide for the expenses of associations of Illinois school boards formed for the purpose of conducting county or regional school board institutes and otherwise disseminating and interchanging information regarding school board problems, duties and responsibilities, provided such associations comply with the requirements of this Article.

122/24-3 Attendance at teachers' institute

The days in any school year spent by a teacher during the term time spent in attendance upon a teachers' institute or equivalent professional educational experiences held under the direction of the county superintendent of schools shall be considered time expended in the service of the district and no deduction of wages shall be made for such attendance. The board shall make a prorata deduction from the salary of any teacher who fails or refuses to attend such institute. The boards shall close the schools for county institutes.

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